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COMMISSION ON ADMINISTRATION  
AND FINANCE

BY \_\_\_\_\_





THE COMMONWEALTH OF MASSACHUSETTS

DEPARTMENT OF PUBLIC WELFARE

Arthur G. Rotch, Commissioner

To the Honorable Senate and House of Representatives:

The Twenty-sixth Annual Report of the Department of Public Welfare, covering the year from July 1, 1944, to June 30, 1945, is herewith respectfully presented.

Members of the Advisory Board of the

DEPARTMENT OF PUBLIC WELFARE

Date of Original Appointment	Name	Residence	Date of Expiration
12/10/41	Selma C. Bernkopf	Brookline	1/31/45
6/26/40	Walter H. Shales	Worcester	1/31/46
10/13/43	Harold S. Fuller	Winchester	1/31/46
9/ 9/42	Henry R. Guild	Needham	1/31/47
	(Resigned 5/4/45)		
9/ 8/43	Reverend James H. Doyle	Boston	1/31/47
12/ 1/35	Mary W. Roberts	Brookline	1/31/48
3/21/45	Lillian R. Ostrows	Dorchester	1/31/48





This report of the Commissioner of Public Welfare covers the period from July 1, 1944 to June 30, 1945. The Commissioner's resignation was submitted to His Excellency Maurice J. Tobin on March 1, to take effect on April 1, 1945, but awaiting the appointment of a successor Commissioner Rotch stayed on a half-time basis.

Old Age Assistance has continued to be of primary interest during this period. The caseload has continued to decline, but the average grant has increased to \$42.80 per person per month according to the latest figures available. This increase would be far larger except for the increased contributions which have been secured from sons and daughters since Chapter 489 was passed in June, 1943. Very little has been heard from recipients about the amount of money that they have received, but there has been much dissatisfaction about the amount of contributions required from sons and daughters under the present law. This mandatory support seems to cause more and more difficulties. The Interim Commission on Old Age Assistance submitted its report to the Legislature and the legislative proposals submitted are now being considered by the Legislature. The Commissioner is very hopeful that, with close cooperation, changes can be made which will be more satisfactory to all concerned.

The Department has concurred in many recommendations of the Commission on Old Age Assistance. The Department recommends that the requirement of prosecuting children for non-support be eliminated in connection with Old Age Assistance if the money can be found for the large increase in cost which would result. There can be no question but that this feature of the present law is the most difficult administrative problem of Old Age Assistance. A number of recommendations made in the Legislative Commission's report are being given study and it is believed that improvements in administration will result from this study. The Department disagrees with the recommendation that a Deputy Commissioner be appointed to have charge of Old Age Assistance and strongly opposes the administrative separation of Old Age Assistance in any form. It believes that the assistance should be based on need and recognized clearly as an assistance program rather than separate pensions for the aged.

Massachusetts has consistently stood near the top among the states in the average grant to Old Age Assistance recipients, now being second. It would, therefore, appear that the present administration of Old Age Assistance is neither harsh nor unfair to the old folks in this state who need aid.

The Commissioner for many years has felt that more consideration should be given to children than has been given by the Legislature and has taken the opportunity to point out to the members of the Legislature how this care can be improved. Steps are already being taken to improve the receiving room where children are brought in from the courts. We have felt for a long time that the children should not be brought to the State House and it is hoped that it will not be long before the children can be brought to new quarters for the Division near by, but not in, the State House where proper receiving offices can be set up. We welcome the appointment of a Sub-committee of the Legislative Commission on Ways and Means to study this whole problem. The Commissioner has a fond hope that the Ways and Means Committee will recommend more personnel and better quarters for the Division of Child Guardianship. These quarters are now scattered over five different locations. It would be beneficial to have a District Office in Springfield so that the children from the western part of the state would not have to be brought all the way from Springfield to Boston after having gone through the harrowing experience of being separated from their families in court.





The Commodity Distribution Division continued to operate with a somewhat reduced amount of commodities, but still these commodities that were received were of great value to the state institutions that received them, to the cities and towns that participated in the direct distribution of commodities, and to the school lunch program which continued to increase by the addition of new schools and a larger number of children. This program has been carried on up to this time through the sale back to the federal government of certain commodities that had been given to us, through the sale of salvage material and by help of certain cities and towns that provided free space to us. Beginning the next fiscal year it will be necessary, if this program is to continue, to have an appropriation from the state. This appropriation, however, will be small as compared to the amount of commodities that are received free from the federal government and, if this state should not have a program, it would mean that the people of this state would be taxed for it by the federal government and receive nothing back.

In Civilian War Assistance we continue to aid a comparatively few people who have been affected by enemy action, mainly civilians, citizens of the country who were repatriated and who needed assistance in reaching their homes and becoming adjusted. Similarly, in the program Services and Assistance to Enemy Aliens and Others Affected by Governmental Restrictive Action, there were only a very few cases who were aided.

The Evacuation Plans were still in effect, but fortunately did not have to be used. We continued to cooperate with the Emergency Public Works Commission, but the Trustees and the Department came to the conclusion that Pondville was not a proper site and the Trustees were asked by the Commission to suggest other sites. The bills for all the institutional changes made in the last report were in the process of being heard by this Legislature and it is hoped that plans made by the Emergency Public Works Commission will become effective as soon as the war is over and building can start. The report of the Commission on Intergovernmental Relations was submitted to the Legislature which provided for a revision of Chapter 117 of the General Laws the abolition of settlement, 75% reimbursement of the total cost to the cities and towns and 50% of the cost of administration. The Commissioner has worked with the Commission on Taxation whose job it would be to find the funds that would be necessary to make this reimbursement. That Commission, after much study, has recommended that the abolishment of settlement, 75% reimbursement to cities and towns be paid after deducting federal contribution which is more reimbursement than the recommendation of the Commission on Intergovernmental Relations. The Department and I feel that the Commissions will all agree to this policy which was heard by the Committee on March 21.

Dr. Benjamin W. Mandelstam resigned to take a position in a New York hospital and Dr. Joseph Rosenthal was appointed on a half-time basis to take his place. Also leaving the Department (and a Civil Service examination will be held in the near future to fill her position) was Mrs. Dorothy Oates, the Head Medical Social Worker.

It is with deep regret that the Commissioner is leaving the Department, the loyal support of the Advisory Board members, and the cooperation that he has had from the Boards of Public Welfare and employees in the cities and towns. He hopes that some forward steps have been taken in the five and a half years that he has been Commissioner and wishes to express to former Governor Saltonstall his thanks for all the support that he received from His Excellency and wishes to thank the present Governor, His Excellency Maurice J. Tobin, for his great interest and help that he has given in connection with the Division of Child Guardianship.





DIVISION OF AID AND RELIEF

ROLLO A. BARNES, DIRECTOR

The Division of Aid and Relief includes four subdivisions:

Subdivision of Settlement  
Subdivision of Supervisory Service  
Subdivision of Social Service to Tewksbury  
State Hospital and Infirmary  
Subdivision of Appeals

The reports of the supervisors of these subdivisions are  
herewith submitted.

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DIVISION OF AID AND RELIEF  
Rollo A. Barnes, Director

The functions of the Division of Aid and Relief include the supervision of the Old Age Assistance and Aid to Dependent Children programs in which the federal government participates through the Social Security Board; and the assistance given to persons not having a legal settlement under the so-called General Relief and Sick State Poor programs, all of which are administered by the local Board of Public Welfare of each of the three hundred and fifty-one towns and cities of the commonwealth. The Division distributes the federal funds to these towns and cities and reimburses from state funds varying proportions of such assistance in accordance with legal provisions. Boards of Health are also reimbursed for the expenses of caring for needy persons who have no legal settlement and are suffering from diseases dangerous to the public health under the so-called Dangerous Disease program. Through the Subdivision of Social Service to the Tewksbury State Hospital and Infirmary the admission and discharge of patients at the Tewksbury State Hospital and Infirmary is provided for.

Although the Division has been affected by the war during the past year, the freedom from the threat of enemy action reaching our shores has been obvious and as a result no further time has been required in developing further preparation to meet such attack. Occasional aid has been given under the two federal programs, Civilian War Assistance and Assistance to Enemy Aliens and Others, as incidental needs have arisen. There has been 100% reimbursement from federal funds for these expenses.

In spite of difficulties incident to wartime conditions, it has been possible to pursue a reasonably normal program. The Manual of Assistance Policies and Procedures has proven to be of tremendous value in clarifying policies and presenting clearly issues for clarification or change. The shortage of paper has not made it possible to maintain as frequent revision of individual pages as would be desirable, but it is anticipated that this is a temporary problem.

The Division instituted a formalized program to secure local participation in policy formation by holding a statewide series of small area meetings which were attended either by the Commissioner, the Director, Assistant to the Commissioner, or Chief Supervisor at which controversial issues and proposed changes in policy were discussed. These meetings have been a valuable supplement to the day-to-day interchange of information secured through the usual contacts between the state and local staff. While it has not always been possible to reach agreement on issues thus discussed, it has been helpful not only in reaching the soundest decisions possible but also in providing an understanding of the problem to those not in full agreement with the decisions ultimately made.

The number of persons receiving assistance in the several categories continued to decrease throughout the year, as will be noted elsewhere in this report. This decrease has exceeded the expectations of all and has given rise to frequent comments that classification of a person as "unemployable" is difficult if not indeed impossible since it appears that when there is sufficient demand for employees, thousands of persons thought to be completely "unemployable" do find work and become self-supporting. Large numbers of recipients of Old Age Assistance and Aid to Dependent Children have returned to work as well as those receiving General Relief and classified as "unemployable". This striking change should go far to refute the theory that people choose assistance in place of gainful employment and should also illustrate the positive provisions of adequate public assistance.

Old Age Assistance has continued to present major administrative problems although the heaviest impact of legislative change brought about by Chapter 489 of the Acts of 1943 was felt in the previous year. The problem of enforcing the mandatory budget and of children's contributions has continued to raise serious



problems. The number of appeals received when grants were increased a small amount to keep pace with the increased price of clothing and other personal needs continues to indicate that the automatic mailing of appeal blanks at the time of any revision of any person's grant, as required by law, means that many persons fill out a blank without really intending to express dissatisfaction and a desire to appeal. Notwithstanding the many difficulties involved in adhering to the requirements of the present Old Age Assistance law, an extremely important and beneficial result of the present law is the remarkable degree of uniformity which has been achieved in meeting the needs of Old Age Assistance recipients in accordance with the prescribed budgetary standards.

Federal Administrative Review results indicate that there are remarkably few instances where the full needs of Old Age Assistance recipients are not met. The Division has put into effect a uniform State Administrative-Case Review as a method of supervising local administration of assistance in which the Department is directly participating. This method is based on considerable experience within the Department and elsewhere with its use and it is believed that a sound factual basis will be produced on which state-local relationships can be furthered. With the establishment of this method it is hoped that better agreement can be reached as to the basis of local administration in each community and thus make the final auditing and reimbursement a routine transaction.

The Division has secured a tremendous amount of help from the Regional Office of the Social Security Board as in previous years.

The reports of the Subdivisions follow.





## SUBDIVISION OF SETTLEMENTS

Roy D. Merchant, Supervisor

The subdivision of settlements investigates the settlements of patients admitted to the Tewksbury State Hospital and Infirmary, State Farm (Infirmary Department), State Sanatoria, and the Massachusetts Hospital School, and generally supervises the settlement work of the division. There was one person remaining in the Infirmary Department of the State Farm on June 30, 1945.

The facilities of the Infirmary Department are no longer available for the admission of dependent persons from cities and towns.

The following table is a summary of the work accomplished for the year ending June 30, 1945 in the examination and investigation of settlements of inmates of the State Institutions:

Institutions	<u>Examina- tions</u>	<u>Orders Issued</u>	<u>Settle- ments Found</u>	<u>No Settle- ment</u>	<u>Orders with- drawn</u>	<u>Total Cases Return- ed.</u>
Tewksbury State Hospital and Infirmary	1244	479	385	92	19	2219
State Farm	3	3	1	2	0	9
Lakeville State Sanatorium	123	106	109	6	0	344
No. Reading State Sanatorium	93	74	79	1	0	247
Rutland State Sanatorium	181	93	85	6	0	365
Westfield State Sanatorium	194	140	129	5	0	468
Massachusetts Hospital School	5	6	4	2	0	17
	<hr/>	<hr/>	<hr/>	<hr/>	<hr/>	<hr/>
TOTALS:	1843	901	792	114	19	3669

Cases pending June 30, 1945 - ; 81





# A U D I T

The number, amount, and allowance of the bills examined on account of cases of temporary aid, sick state poor, dangerous diseases, burial, old age assistance, and aid to dependent children for the year ending June 30, 1945, are shown in the following tabulation:

	<u>Bills</u>	<u>Claim</u>	<u>Allowances</u>	<u>Deductions</u>
SICK STATE POOR	6,417	\$ 331,696.10	\$ 318,641.28	\$ 13,054.82
TEMPORARY AID AND TRANSPORTATION	5,709	1,155,918.18	1,124,169.36	31,748.82
DANGEROUS DISEASES	1,086	195,541.82	180,280.84	15,260.98
BURIALS	257	21,302.01	20,014.42	1,287.59
AID TO DEPENDENT CHILDREN	7051*	- - - -	2,192,899.56	**
OLD AGE ASSISTANCE	75146*	- - - -	15,373,191.34	**
TOTALS	95666	\$1,704,458.11	\$19,209,196.80	\$ 61,352.21

The Temporary Aid and Transportation allowance includes \$1,011.27 for transportation to the State Infirmary and \$1,967.88 for all other transportation.

- \* Average case load
- \*\* Disallowances and adjustments are made on relief rolls from month to month.



REMOVALS

The department is charged with the duty of removing sane poor persons to cities and towns within the Commonwealth, or, when not belonging in Massachusetts, to the State or place where they belong. The following table shows the removals made during the year:

	* 1943                      1944                      1945		
To other countries	0	0	0
To other states	44	72	65
To towns of residence	<u>517</u>	<u>730</u>	<u>660</u>
	561	802	725

\*7 months.





COMMONWEALTH OF MASSACHUSETTS  
DEPARTMENT OF PUBLIC WELFARE  
DIVISION OF AID AND RELIEF

SUBDIVISION OF SUPERVISORY SERVICE

ANNUAL REPORT  
7/1/44 - 6/30/45

The Department has the responsibility for general supervision of the public assistance administration within the Commonwealth. To carry out this responsibility and be of the greatest possible help to boards of public welfare in the various cities and towns of the Commonwealth seven district offices have been established at convenient points. This decentralization brings the Department's activities close to the local units charged with direct administration of assistance.

A district supervisor and at least one assistant supervisor with a staff of field workers is assigned to each district office. This field staff located in the district offices is under the general supervision of a chief supervisor with assistants. These workers are helped by consultants who are specialists in staff development, home economics, medical service, settlements, etc. The field and Central Office consultant staff work closely with the Bureau of Research and Statistics, the Bureau of Accounts, and other subdivisions in the Department. They use facilities found in other state departments, institutions, and public and private agencies. The purpose of supervision is to get the job done on an efficient basis and in an effective manner. The methods used, the skills applied and the leadership given in the execution of the day by day work determines its productiveness. The field staff of the Department therefore must be thoroughly familiar with every type of public assistance administered by the local, state and federal governments.

They must be aware of the needs of people of whatever age or circumstances. The state staff realizes that the recipient has a right to assistance, to kindly treatment, and consideration of all his needs. Insight into basic motivations in human behavior and common human needs has great significance for supervision of public assistance. Not only must the financial support of the person in need be taken into consideration but his health requirements, both physical and mental, and his happiness and contentment.

Other responsibilities of the state field staff are to help local boards with their various problems which arise from the complexities of life met in many situations. They must understand all programs of assistance. Often in the same home live families, members of which may be receiving support from different sources such as Aid to Dependent Children, General Relief, Old Age Assistance, Aid to the Blind, Soldiers' Relief, or others. Wherever people are aided, treatment by local administrators must meet their needs and whenever possible they should help recipients to become self supporting through rehabilitation. The treatment of one individual, family or group, often affects others vitally. All are citizens of the Commonwealth and neighbors of self sufficient individuals. Those assisted are rarely in need by their own making or choosing. Their well-being affects all citizens. It is therefore important that supervision of local units given by representatives of the Department include consideration of the broad scope of life itself and any facilities which may be brought to bear to help promote the interests of the Commonwealth.





Supervision is getting the job done. It involves knowing how it should be done, skill in helping those who do the job and in being aware of the scope, requirements and technicalities of supervision.

To help develop the field staff of the department and through them the local units, the staff is continually helped through individual conferences with their supervisors, through staff meetings, institutes, and technical consultation.

The content of these activities includes not only their own work but that of the local unit which administers public assistance directly to the recipient. The process of the local units' activities includes:

1. Application or intake.
2. Investigation, including reinvestigation.
3. Determination of need for financial distress-budgeting.
4. Recognition of other needs mentioned by the applicant or recipient, or observed by the worker.
5. Knowledge and use of community resources to meet discovered needs.
6. Recording essentials in the above five processes.
7. Organization and planning of time and staff development for a continued growth and improvement in skill and technical proficiency.

It is recognized that in all these processes should be found in local administrators of public assistance kindness, sympathy, understanding and knowledge of resources to meet the needs of the person requiring help. They must explain to him his rights, his obligations and the benefits of the assistance programs.

For all of these privacy in interviewing is highly important. The successful local worker carefully studies the recipient's needs, plus his own work, and records all important factors to insure full and continuous service to meet his client's needs as well as to fulfill the requirements of law.

The state worker's job in supervision therefore includes:

1. Interpretation to local boards of law, rules, policies, and procedures.
2. Organizing and planning his time.
3. Purposeful planning including analysis of the entire local job to help solve the specific problems involved.
4. Knowledge and use of community resources to help local units.
5. Using his greatest skill in supervision.
6. Recording and reporting orally, and in written form, his findings.
7. Interpretation for the district and central department offices the local boards' work and problems.
8. Developing his own knowledge, skills, and techniques, continuously for better standards for his own work and local work which he supervises.

All the state worker's operations are directed to the end that people in need will be assisted in every way possible to their best advantage, consistent with laws, rules and policies governing public assistance.

Since local experience and thinking forms a very large part in shaping policies and procedures, during the past year meetings of local board members, administrators and workers with the Commissioner and other administrative officials were held throughout



the state to give consideration to difficult common problems and means of shaping policies to meet local needs. The content of these meetings formed a basis of thinking for standards, policies and procedures issued by the state department for all local units. The district staffs scheduled these meetings and helped stimulate discussion and decisions.

Many problems were raised during the past year by legal requirement for contribution by children to their aged parents for their support. Differing concepts as to the enforcement of legal contribution held by local boards of public welfare, by courts throughout the state and varying opinions concerning the meaning and enforcement of this legislation necessitated a great deal of thought, planning and service by the field staff.

Administration of public assistance in Massachusetts is conducted by a Board of Public Welfare in each city and town. In 91 communities elected officials administer the program without an employed staff; 32 communities have elected officials with a clerk; 9 have a member of the Bureau of Old Age Assistance acting as worker; and 202 have Civil Service employees. There are 17 towns joining with one or more others to employ common workers on a part-time basis to administer the public welfare program. These varying types of administration form a distinct problem both for the local unit and for the Department in its supervision. The Department of Public Welfare believes in local administration of public assistance; however there is need for consideration of the wide variance in types of local organization and administration.

MEASURING PROGRESS. Remarkable growth in local administration during the past few years seems clearly evident. However administration of assistance must be measured accurately and in detail. To gain a specific knowledge of details within local administration a process of reviewing individual cases and total administration of each local board was conducted during a given period in every public welfare unit within the Commonwealth. Specific findings through this review were presented to local officials for their information and to help them correct any variation from required practice. Concrete examples of good and bad practice were brought to their attention for their improvement.

The Social Security Board through analysts from its regional office likewise conducts administrative reviews of state department activities and local administration to gauge conformity to federal requirements. The results of these reviews are presented as the work progresses and summarized at the end of the year. These findings are of great help to the state department and local units in improving their operations.

Through these efforts for proficiency it is hoped that citizens of the Commonwealth who fall in need of assistance may be served adequately and helpfully and every dollar of the taxpayers' money will bring full returns for their common well-being and advancement.





ANNUAL REPORT  
of the  
SUBDIVISION OF SOCIAL SERVICE  
FOR THE YEAR ENDING JUNE 30, 1945





Subdivision of Social Service  
July 1, 1944 - June 30, 1945

The Subdivision of Social Service provides the medical social service at Tewksbury State Hospital and Infirmary. Although its staff does not live in residence at the institution, some member of it is there every day, except Saturdays and Sundays, to interview newly admitted patients, to arrange for the discharge of others, to visit the wards, to interpret the needs of the patients to the hospital staff, and to meet any social emergencies that arise.

After first interviews with the patients in the hospital, the workers confer with the physicians and start the formulation of plans for the rehabilitation of the patients in the community when they are ready for discharge from the institution. If, however, the patient is chronically ill or suffering terminal illness, his family and friends are helped to an understanding of his illness and of his needs.

Patients leaving the institution are instructed as to follow-up treatment at medical clinics and when discharged to communities providing such services are referred to social and health agencies; living accommodations and employment are secured in many cases, and in others where patients are unable to work, applications for General Relief or Old Age Assistance are filed and approval obtained so that assistance payments are available on the day the patient leaves the hospital. Employment is secured for young mothers with their babies, or in cases where such a plan is not feasible, employment is obtained for the mother and her child is placed in a foster home through the cooperation of a child-placing agency. Before discharging socially delinquent young women, the social worker plans for her establishment in a new environment. Many homeless patients go directly to employment, and because they have no family to whom they may turn for advice or because they are socially incapable of self-direction, they return to their social workers for counsel and encouragement. The Subdivision through the years has acquired a group of such clients and is thus enabled to exercise some degree of supervision over them. Services to the discharged patients continue until such time as they feel secure and are self-sustaining.

The Tewksbury State Hospital and Infirmary, although a general hospital for the indigent sick, has become the one public institution available for those who need long hospitalization. The patients may be classified in three groups: those who are very ill and need constant nursing service; those who need some medical service and intensive nursing care; and those who need custodial care with attendant nursing. The second group comprises the larger number of the Infirmary patients. It is to be hoped that the Tewksbury State Hospital and Infirmary may serve as a supplement to the proposed new hospital center for the study and treatment of chronic disease under the State Department of Health, and that as the State program develops, it may become a more desirable and a more completely equipped resource for the chronic sick.

The total number of patients admitted during the year was 1289, 385 of the number having acknowledged settlements in cities or towns. The total number of patients discharged was 1396.

# THE HISTORY OF THE CITY OF BOSTON

The first settlement of the city of Boston was made in 1630, when a group of Puritan settlers, led by John Winthrop, arrived on the ship *Arcturion*. They established a colony on the eastern shore of the harbor, and the city grew rapidly. In 1639, the city was incorporated as the *Town of Boston*, and in 1688, it was granted a charter as a city.

The city of Boston has a long and rich history, and has played a major role in the development of the United States. It was the site of the Boston Tea Party in 1773, and the Battle of Boston in 1775. It was also the site of the signing of the Declaration of Independence in 1776.

The city of Boston has a diverse population, and is home to many famous people. It was the birthplace of many of the Founding Fathers, including John Adams, Samuel Adams, and John Hancock. It was also the home of many other famous people, including Benjamin Franklin, Thomas Jefferson, and Abraham Lincoln. The city has a rich cultural life, and is home to many museums, theaters, and universities.

The city of Boston is a major center of commerce and industry, and is home to many large companies. It is also a major center of education, and is home to many of the best universities in the world. The city has a strong sense of community, and is known for its friendly people and beautiful scenery.

The city of Boston is a truly great city, and is one of the most important cities in the world. It has a long and rich history, and has played a major role in the development of the United States. It is a city of many firsts, and is a city that is always moving forward.



MEN:

On June 30, 1945, there were 1087 men: 169 , (legally committed to the State Department of Mental Health), were in the mental wards, and 918 were in the hospital and infirmary wards. The daily average in these wards has been 1001: 600 to 700 chronic sick; approximately 250 aged and frail, yet ambulatory or handicapped; and the remainder, a transient group who stay only a few months to recover their health.

The men's hospital of 600 to 700 beds has been well filled throughout the year with chronic sick patients who come for long-time or terminal care. Discharges in this group are few. The death rate this year has been unusually low. When medical and nursing care can again become available, more wards should be opened to fill an increasing demand for the care of the chronic sick, who now too frequently receive inadequate care in proprietary nursing homes.

In April, because of the shortage of medical staff and nursing service, it became necessary to close the men's tuberculosis wards. Very promptly, local, county, and state sanatoria, although short of service themselves, answered our appeal and accepted many patients. The social workers made plans for others to return to the community under health supervision. Individual consideration was given to the situation of each patient so that he might be transferred to the sanatorium nearest his home and friends. A few, too ill to be removed, were placed in an isolated ward of the men's hospital. In all, 80 patients were provided for by the social workers. The Department is very grateful for the cooperation and courtesy of Worcester, New Bedford, and Cambridge local sanatoria, - of Middlesex, Essex, and Hampshire County Sanatoria, - and especially for the advice and assistance of the State Department of Health, who accepted a large number of patients at Rutland and Westfield.

The Sanatoria were somewhat fearful of receiving the patients, , for it has been mistakenly understood that the Tewksbury patients were difficult to manage because of alcoholism. A follow-up visit has since found that very few have caused any trouble and all are improving and responding to their new environment and treatment.

Admissions of homeless men continue low and are for illness rather than for unemployment. Full employment and good wages have certainly demonstrated that even those with long habits of idleness are ready and able to work for good wages, which mean a decent living. Stonecroft of 600 beds for shelter has been closed for more than four years. Patient-help was formerly drawn from this house. It has since been necessary to call upon the handicapped men for a few hours' domestic service daily, and they, with the 169 insane men who have cooperated faithfully, have carried this part of the routine work.

It is to be hoped that when reductions in employment come, the so-called homeless men will not be sent to Tewksbury but that local boards of public welfare will grant them public relief when necessary, allowing them to remain in the community where they will be accessible to employment offices and opportunities for work.

Again, a plea is made for an improved treatment of alcoholism. Admissions through the year were 94, compared with 81 last year, and 215 in 1939. Until some other institution is available, Tewksbury will continue to receive these sick men, some of whom would surely respond to modern treatment and psychiatry. The Bureau of Research and Statistics has almost com-





pleted a five-year statistical study, 1939 - 1944, of the admissions for alcoholism. There are buildings apart from the main group, which with some repair and equipment would lend themselves to such a unit. With physicians soon more plentiful, and the famous Yale School for Alcoholic Studies so accessible as consultant service, it would seem to be an opportune time and a responsibility for the Department to begin a constructive and rehabilitative program for this much neglected group, about whom much is written but for whom little is actually done.

Four full-time social workers and a fifth part-time worker attend to the needs of the men patients. As there are three times as many men as women in the institution, the assignment to the men's service may seem out of proportion, but the rehabilitation and after-care of the men in the community consumes less of the workers' time as men are better able to find their own jobs, and the boards of public welfare and bureaus of old age assistance assume responsibility for many of them. Private agencies give generously temporary or interim service but seldom furnish permanent care, with the exception of the Homes for the Aged, to which a few fortunate men have been admitted.



MEN ADMITTED TO TEWKSBURY STATE HOSPITAL AND INFIRMARY  
DURING THE YEAR ENDING JUNE 30, 1945.

AGES OF ADMISSION

DISEASES AT ADMISSION

21 to 40	55
41 to 60	317
Over 60	471
	<u>843</u>

<u>21 to 40:</u>	
Alcoholism	6
Chronic	34
Gonorrhea	1
Heart conditions	2
Mental	1
Syphilis	1
Tuberculosis	10
	<u>55</u>

SOURCES OF ADMISSION

<u>21 to 40:</u>	
Boards of Public Welfare	27
Boards of Health	4
City Institutions Dept.	23
Other Institutions	1
	<u>55</u>

<u>41 to 60:</u>	
Alcoholism	43
Cancer	2
Chronic	225
Gonorrhea	1
Heart conditions	23
Tuberculosis	23
	<u>317</u>

<u>41 to 60:</u>	
Boards of Public Welfare	148
Boards of Health	6
City Institutions Dept.	161
Other Institutions	1
State Farm	1
	<u>317</u>

<u>Over 60:</u>	
Alcoholism	20
Arteriosclerosis	163
Cancer	17
Chronic	162
Heart conditions	103
Tuberculosis	6
	<u>471</u>

<u>Over 60:</u>	
Boards of Public Welfare	278
City Institutions Dept.	189
Board of Health	1
Other Institutions	3
	<u>471</u>

SOCIAL SERVICES FOR MEN IN TEWKSBURY STATE HOSPITAL AND INFIRMARY  
DURING THE YEAR ENDING JUNE 30, 1945

No. of patients receiving Social Service at Tewksbury State Hospital and Infirmary during the year ending June 30, 1945.....	735
Intensive.....510; Slight Service.....225	
New cases admitted during the year.....	378
Tuberculosis-37; Chronic sick-281; Physical handicap-19; Senility-41	
First interviews with all patients.....	381
Interviews with all patients.....	3763
Unrecorded services.....	3075
No. of men discharged.....	935
Absconded.....	198
Interviewed and discharged without investigation.....	49
Settlement.....	34
Relatives and friends.....	72
Employment secured.....	198
Other States.....	29
Other State Divisions.....	5
Court.....	9
Mental Hospitals.....	15
Veterans' Hospitals.....	5
Old Age Assistance.....	23
General Relief.....	2
Private Institutions.....	21
Sanatoria for tuberculosis.....	22
Pondville Hospital.....	6
Immigration and Naturalization Service.....	1
Foreign Countries.....	1
Against medical advice.....	11
Deaths.....	234





## WOMEN

On June 30, 1945, there were 638 women, of whom 338 were in the mental wards, leaving 300 in the hospital and infirmary wards. About 200 of these women are bed-bound in the hospital wards, requiring constant care because of chronic and terminal illness and are seldom discharged. In October, 1944, the women's hospital wards became so crowded and the shortage of nursing service so acute that it was necessary to limit the intake of these wards to individual applications to the Subdivision of Social Service. A waiting list was established and is still in effect with 26 current names. In selection of admissions from the waiting list, the medical urgency of the case and social situation of the family involved is carefully considered. There are few discharges except by death, and as personnel shortage continues, admissions are few.

The Department has regretted this restriction, not only for unsettled cases, but for the settled cases, many of whom need hospitalization. Small towns particularly have a difficult time to care for the chronic sick, and as soon as nursing service is normal, the local boards of public welfare will be welcome to send their needy patients to the Infirmary.

Sixty-eight (68) women and girls, compared with 81 last year, (1944) were admitted for confinement, all of whom were illegitimately pregnant; for 32, this was the first pregnancy; for 21, the second; for 9, the third; 6 were married but illegitimately pregnant; and 12 were unmarried mothers with their babies who came for convalescence from their confinement. In addition to this number, 30 girls, - the same number as last year, - were transferred for confinement from the State Industrial School at Lancaster. This total of 98, an average of 8 admissions a month for illegitimate pregnancy, is surprisingly low in view of the fact that the national illegitimate birth rate has increased with each war year. The explanation may be that, as wages and savings have been high, families and the women themselves have been able to meet the cost of care in private hospitals and with the assistance of private agencies, have avoided the public infirmary service.

The patients with syphilis or gonorrhea numbered twelve. Here again, admissions are few, undoubtedly due to the efficacy of the new "Miracle" drugs. The majority of these women were from the courts and were discharged to the probation officers for supervision.

The rehabilitation of these socially delinquent women in the community takes knowledge, skill, and sympathetic understanding of the social workers and the service continues long after discharge from the hospital because the adjustment of the mothers is often slow, and the placement of the child with the mother, or apart from her, must be a most carefully considered decision. This year, 22 mothers with their babies were placed at employment; 15 mothers boarded their babies with the Division of Child Guardianship. Seven (7) mothers who were low-grade feeble-minded were committed to the State School for the Feeble-minded and their babies placed with the Division of Child Guardianship. Others were returned to their families or are remaining at the institution for physical or mental reasons or awaiting a suitable disposition. Five social workers, and the half-time of a sixth worker, are assigned to women's and children's service. The case work for the unmarried mothers and their children in and out of the institution requires very nearly the full time of three workers. The other workers are concerned largely with the many problems and the many adjustments of the chronic sick, and the admissions of mentally defective children.

18





CHILDREN:

On June 30, 1945, there were 152 minors in Tewksbury State Hospital and Infirmary, 31 between the ages of 16 and 21, and 121 under 15 years of age. Forty-six (46) of these children were wards of the Division of Child Guardianship, and 106 were accepted from social agencies or directly from their own homes through Boards of Public Welfare.

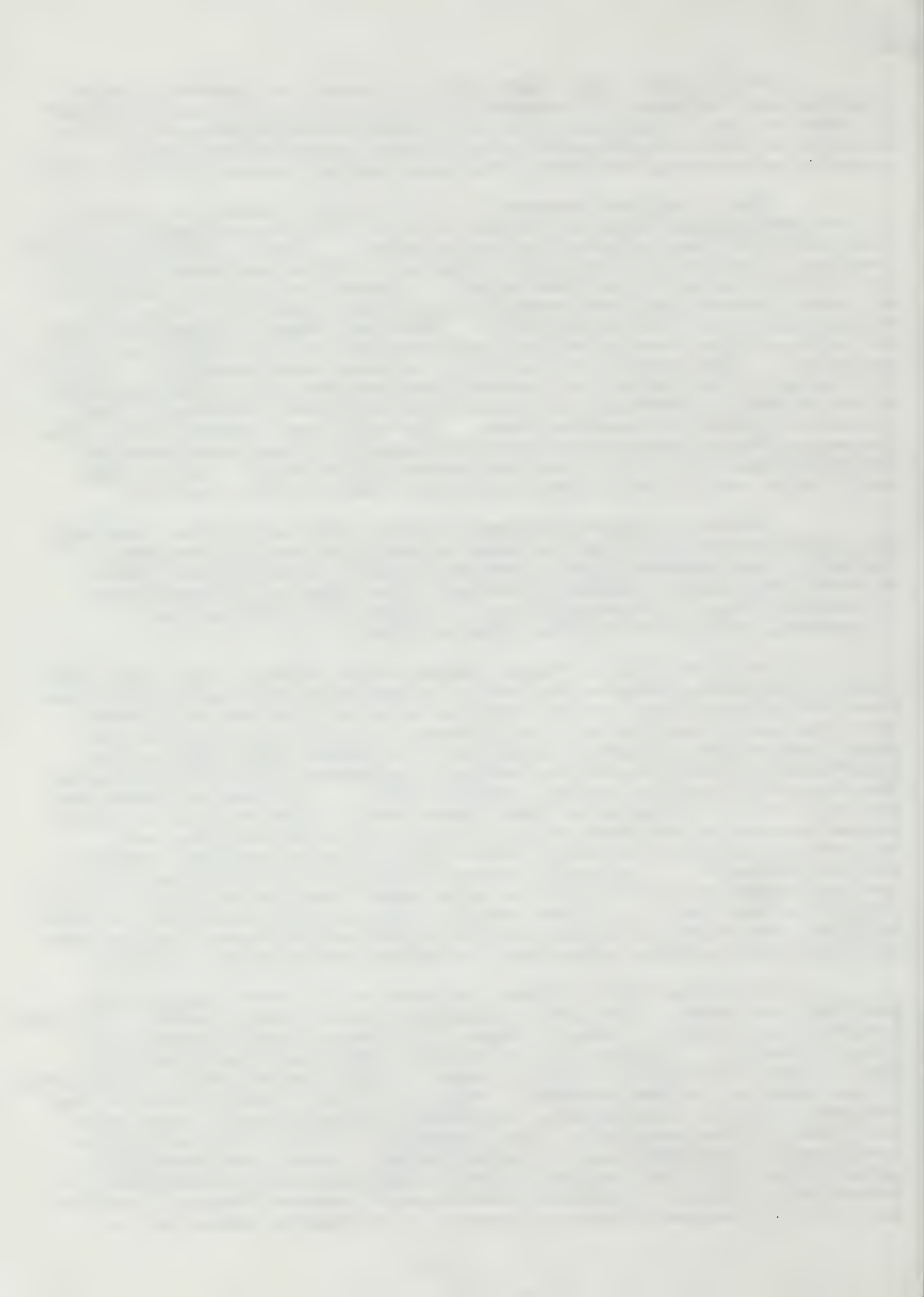
The 31 children between 16 and 21 years classify as follows: 11 are feeble-minded wards of the Division of Child Guardianship awaiting commitment to state schools for feeble-minded. These older feeble-minded children, 4 girls and 7 boys, are behavior problems scattered through the women's and men's hospital wards. Except for the four hours daily at school, where they have occupation and supervision, the boys are mischievous, idle, and destructive. They have been waiting many years for admission to schools for the feeble-minded, but are considered not educable. They are out of place in a chronic sick hospital. Four (4) of them are blind and go to a special teacher, who is herself partially blind and who is unusually interested and persistent in helping them to make the simplest coordinations. Eight (8) are pregnant girls from Lancaster; 4 are convalescent from confinement; 2 boys have muscular dystrophy; and 6 are well, awaiting social disposition. These young people also are obliged to be in the adult wards of the hospital.

Of the 121 children under 15 years, 24, born in the hospital, are normal babies awaiting discharge of their mothers; 2, retarded mentally, have chronic disease needing hospital care; 94 have both physical and mental defects or abnormalities (such as 19 mongolians, 9 hydrocephalics, 4 microcephalics, 41 idiots, 3 acrocephalics, 3 spastics, and 11 having other abnormalities).

Sixty-one (61) of these children come directly from their own homes or hospitals because the family is unable to care longer for these poor little defectives, or the physical abnormalities are so apparent that they should not be in a family home. At present, there is no other institution available, although it is hoped that sometime the Department of Mental Health may enlarge its present capacity and assume the responsibility for care of such children. As these children are not wards of the Division of Child Guardianship, application for their admission come to the Subdivision of Social Service which has been obliged for two years to carry a waiting list, so urgent and frequent are the requests. The number on the waiting list at this date is 72 and the admission of each child is considered from the medical and social urgency in the family. There are 121 beds in the overcrowded children's building; two wards of 24 beds are set aside for the normal babies with their mothers, and the remaining 97 beds are for defective children.

Forty-four (44) children included in the above number were admitted this year. The ages of admission were: under 1 month, 16; under 6 months, 9; 1 year, 7; under 3 years, 3; between 3 and 6 years, 6; 7 to 12 years, 3. Eleven (11) of these 44 children died within the year; 3 were discharged to the Division of Child Guardianship for transfer to the schools for feeble-minded. Nine (9) of the 44 were wards of the Division of Child Guardianship, the others coming directly from their own homes or from hospitals. The diagnoses of the 44 are as follows: mongolism, 8; hydrocephalus, 7; meningocoele, 7; mental deficiency, 6; spina bifida, 3; birth injury, 2; myelomeningocoele, 2; acrocephalia, 2; congenital syphilis, 2; cerebral hemorrhage, 1; cerebral tumor, 1; spastic paralysis, 1; congenital heart disease, 1; congenital anomalies, 1.





WOMEN AND CHILDREN ADMITTED TO TEWKSBURY STATE HOSPITAL AND INFIRMARY  
DURING THE PERIOD, JULY 1, 1944 TO JUNE 30, 1945

AGES OF ADMISSION

Births	75 (4 stillborn)
Under 1 to 7	47
7 to 16	17
16 to 21	64
Over 21	<u>133</u>
	336

SOURCES OF ADMISSION

Under 1 to 7:

Boards of Public Welfare	25
City Institutions Dept.	14
Industrial School for Girls	3
Division of Child Guardianship	<u>5</u>
	47

7 to 16:

Boards of Public Welfare	4
City Institutions Dept.	4
Industrial School for Boys	1
Industrial School for Girls	4
Division of Child Guardianship	<u>4</u>
	17

16 to 21:

Boards of Public Welfare	11
City Institutions Dept.	22
Industrial School for Girls	26
Industrial School for Boys	3
Division of Child Guardianship	1
Schools for Feeble Minded	<u>1</u>
	64

Over 21:

Boards of Public Welfare	76
City Institutions Dept.	51
Schools for Feeble Minded	4
Other Institutions	<u>2</u>
	133

DISEASES AT ADMISSION:

Under 1 to 7:

Infancy	1
Mental Defectives	17
Heart	2
Syphilis	1
Chronic	<u>26</u>
	47

7 to 16:

Mental Defectives	1
Gonorrhea	6
Syphilis	1
Pregnant	1
Chronic	<u>8</u>
	17

16 to 21:

Pregnant	35
Tuberculosis	3
Syphilis	4
Mental Defectives	1
Heart conditions	1
Chronic	<u>20</u>
	64

Over 21:

Tuberculosis	2
Syphilis	3
Pregnant	29
Arteriosclerosis	30
Cancer	5
Heart conditions	17
Gonorrhea	2
Chronic	<u>45</u>
	133



SOCIAL SERVICES FOR WOMEN AND CHILDREN IN  
TEWKSBURY STATE HOSPITAL AND INFIRMARY  
DURING THE YEAR ENDING JUNE 30, 1945

No. of patients receiving social service at the Tewksbury State Hospital and Infirmary during the year ..... 780

New cases admitted during the year ..... 287  
 (Readmissions ..... 19)

Pregnant women and girls ..... 68  
 Convalescence ..... 12  
 Patients with venereal diseases ..... 12  
 Mentally defective children ..... 44  
 Chronic illness ..... 151

No. of patients receiving service on July 1, 1945 ..... 421  
 No. of adults ..... 300; No. of children ..... 121

Women and Children discharged ..... 306

To relatives and friends ..... 95  
 " employment ..... 30  
 " employment with child ..... 22  
 " Boards of Public Welfare and Settlement' ... 8  
 " Old Age Assistance ..... 5  
 " Division of Child Guardianship ..... 23  
 " Girl's Parole ..... 48  
 " Boy's Parole ..... 1  
 " Schools for Feeble Minded ..... 13  
 " Mental Hospitals ..... 8  
 " Other Institutions ..... 11  
 " Court and Probation Officer ..... 14  
 " Private Agencies ..... 5  
 Absconded ..... 23

Deaths ..... 53

NOTE: Services for the wards of the State Industrial Schools and the Division of Child Guardianship are provided by their respective Divisions.

LEGAL WORK:

Complaints taken out in the District Court for support of children ... 7  
 Adjudication of paternity ..... 5  
 Orders for support ..... 5  
 Interviews with alleged fathers of children born out of wedlock ..... 39  
 Agreements for support of children ..... 9  
 Probate Court: Commitments of Feeble Minded Women .... 7  
                   Adoption of children ..... 4  
 65 Bank accounts for children amounting to ..... \$8801.14  
 Money collected for support of children ..... 844.19  
 Money paid out for support of children ..... 1079.10





PERSONS RECEIVING SERVICE IN THE COMMUNITY WITHIN THE YEAR

This group of ex-patients from Tewksbury and referrals from other agencies has accumulated through the years. Some of the service is temporary and finished in a short time, such as the transportation cases, but others have been accepted on the basis that service may prevent admissions to Tewksbury. Difficult social behavior problems growing out of social delinquencies may take many months, sometimes years, for the individual to gain security and stability. Then, again, the fact that the service is State-wide and cuts across city and town boundaries, makes a continuity of service which local agencies cannot give to persons who, without family ties, tend to move more frequently as better work opportunities present themselves.

The tables below indicate the extensive service which is rendered in a year to many people, some of which may be slight but is important to the client. It is an enriching experience, as all good case work should be, to the worker who sees the growth of personality and self control which comes gradually to the client as he or she faces reality, accepts it and moves forward to better living. The extra friendly services which the staff gives cannot be enumerated, but which have made life easier and happier perhaps for the old men who are remembered with straw hats in the summer, neckties and shirts, overcoats for winter, their particular brand of tobacco or their very special newspaper; for old ladies who love the red geranium for their window or icecream on a hot day or a visit from one who knows how to listen. At Christmastime, hundreds of cards and gifts are sent to and received from old friends who would miss the friendly greetings and good tidings.





SOCIAL SERVICES TO MEN IN THE COMMUNITY  
DURING THE YEAR ENDING JUNE 30, 1945

No. of applications in Boston for admission to Tewksbury State Hospital and Infirmary.....	640
At City Institutions Dept., City Hall.....	364
No. referred to Boards of Public Welfare.....	42
" " " Settlement.....	34
" " " Relatives.....	32
" " " Private Agencies.....	71
" " " Employment.....	94
" " " Hospitals.....	5
" " " Tewksbury State Hospital and Infirmary.....	358
" refused assistance.....	4

NOTE: 282 who applied, were assisted to make other and better arrangements.

No. of applications at office.....	86
For transportation only.....15; For Service.....71	
No. of investigations for all cases in and out of the Tewksbury State Hospital and Infirmary.....	127
No. of men receiving service in the community, 1944-1945.....	80
No. visited at office.....	242
" " at home.....	136
" " at hospital.....	0
" referred to hospitals.....	19
" assisted to employment.....	147
" provided extra service.....	285
such as clothing, smokes, carfare, etc.	



SOCIAL SERVICES TO WOMEN AND CHILDREN IN THE COMMUNITY  
DURING THE YEAR ENDING JUNE 30, 1945

Persons receiving advice and assistance in the community.....	410
Visits to clients in their homes.....404; At work.....477	
At office.....480; Elsewhere.....713.....	2074
Visits of investigation.....	1655
Clients accompanied to hospital or clinic.....	51
Referrals to social agencies.....75; To D. C. G. ....34	
" " House of Good Shepherd.....21.....	130
Replacement in employment.....	120
Savings accounts for clients.....55, amounting to.....\$8,567.09	
Unrecorded service at Christmas and other times.....	1300
Applications for service received at office	
for social treatment or admission to T. S. H. & I.....	288
-----	
Applications for transportation to out-of-State destinations	
Transportation granted.....38; Destination-Legal Residence.....4	
" " Relatives.....	34
Referred by: Red Cross.....	25
Travelers' Aid Society.....	12
Court.....	7
Private Agency.....	1
Self.....	1

NOTE: Transportation funds have been granted to transients on application and investigation of the Travelers' Aid Society, the Red Cross recently, and other agencies. Verification must be presented of the legal residence or relatives willing to accept responsibility, in the out-of-State destination. This service avoids delays of correspondence in interstate department investigations and eliminates any unnecessary expenditures for support of transients here.





## Students in Training

Boston College School of Social Work has placed two students with the agency for their field work of three days a week for the college year. It is a responsibility to participate in the training and development of social workers, and it takes time, careful thought, and supervision. It is a privilege, however, to make even a small contribution to the professional growth of social work.

## Acknowledgments

The Subdivision of Social Service wishes to express its appreciation to Mr. Arthur G. Rotch, Commissioner of Public Welfare, and Rollo A. Barnes, the Director of the Division of Aid and Relief, for their constant understanding and cooperation in the service of this Subdivision. It has been a pleasure and inspiration to work with them for the past five years.

The Subdivision also wishes to thank the Superintendent of Tewksbury State Hospital and Infirmary and his staff for their continuous and cordial cooperation in our common problems and endeavors for the welfare of the patients in the institution.

To the many agencies in the community, especially to the Boards of Public Welfare and the Travelers' Aid Society, it is grateful for their service and many courtesies in behalf of the many people whom we serve.



## Annual Report of Home Economist July 1, 1944 - June 30, 1945

July 1, 1944 to June 30, 1945 was a busy and interesting year for the Home Economist in the Department of Public Welfare. The work was with three groups; i.e., the staff of the Department, local Boards of Public Welfare and other agencies in the State.

### I. Work in the Department

#### Budget Policies and Problems

Consultation on budgeting policies and problems occupied considerable time and was carried on by conferences with the Commissioner and Director, participation in supervisors' meetings, district office meetings, the orientation course for new State workers, referees, conferences with individual staff workers and correspondence.

A Budget Committee, comprised of one supervisor, one head social worker, one referee and one area visitor, was appointed to work with the Home Economist to review the present budgeting policies of the Department and to develop new ones. This committee held seven meetings.

#### Computation of Cost of Special Diets

An increasing number of communities referred the special diets which had been prescribed for their recipients for computation of costs. These special diets were referred through the District Office to the Home Economist. The communities to whom this service was given had no local nutritionist or home economist who could offer it. It is apparent from studying the diets prescribed that many physicians have little knowledge of modern dietary treatment. For this reason, the Special Diet Committee, discussed later in this report, was formed to develop a diet manual similar to the one developed by the New York nutritionists and approved by the New York Academy of Medicine.

#### Standards of Assistance

Two revisions of the State Standard Budget figures were made during the year. However, the food allowances were not changed since the Commissioner did not feel that the increase in food costs warranted a change, but, since there was a substantial increase in clothing costs, new clothing allowances were issued in January, 1945.

A simplified method of computing assistance payments or a short budget calculator was developed in order to help staffs and local Boards reduce the amount of arithmetical work involved in figuring budgets, but the district supervisors did not feel that local Boards were ready to accept such a method.





A new form, SA 2, Exception to State Standard Budget Figures for Fuel and Light, was developed in cooperation with the Bureau of Research and Statistics. Local Boards were asked to send these completed forms to the Department whenever exceptions to the maximum fuel figure were made, not for approval, but in order to furnish information for further study of the Department's existing fuel standards.

#### Division of Child Guardianship

Consultation was given this Division on its clothing standards and board allowances for children. There would seem to be an excellent opportunity in this Division for some staff education in nutrition, since many of the foster mothers undoubtedly need help in the feeding problems of the children under their care.

### II. Work with Local Boards of Public Welfare

An increasing number of local Boards requested service from the Home Economist. Requests for such service were referred in every instance through the Department District Office.

Considerable time was spent with the Worcester Home Economics Division helping the workers to develop scientific food standards, as well as the procedures for collecting food prices and applying them to the standards. The workers of this Division were also given help in developing other items of the budget.

A number of meetings, arranged by the state staff, were held with local Boards of Public Welfare. A two days' institute on budgeting procedures was held for local workers in the Pittsfield Board of Public Welfare. Similar discussions for the workers of one community or for relief officers' groups were held in Ayer, Leominster, Newburyport, Stoughton and South Hanson. The Home Economist also participated in the seminar given for local Boards of Public Welfare by Miss Siskey. Consultation was given the public welfare agencies of Watertown, Winchester and Lynn in developing rent schedules and housing standards.

### III. Work with other agencies

#### Committee Work

The Home Economist represented the Department on several committees; namely, the State-wide School Lunch Advisory Committee, the Nutrition Committee which acts in an advisory capacity to the Boston Health Department, the Executive Committee of the Boston Health League and the Massachusetts Nutrition Council. She was invited to be a member of the small committee which acts in an advisory capacity to Simmons College for its graduate course in Public Health Nutrition Work.



### Special Diet and Clothing Committees

With the approval of the Commissioner and Director, the Home Economist formed two committees of nutritionists and home economists: one to review the Department's clothing standards and the other to develop a diet manual which will be submitted to the Massachusetts Medical Society for approval and then used to determine the cost of special diets in those cases requesting additional allowance for such diets.

### Division of the Blind

At the request of the Director of the Division of the Blind, the Home Economist spent considerable time in working with that Division on its Manual of Standards of Assistance and in helping them to develop laundry allowances.

### Maine Department of Health and Welfare

At the request of Mr. Harry Page, Commissioner of the Maine Department of Health and Welfare, the Commissioner loaned the services of the Home Economist to that state for three days. This time was spent in reviewing with their staff a draft of their proposed Standards of Assistance and making suggestions for it.

### Talks

A number of talks on Budget standards were given to various groups.





REPORT from July 1, 1944 to June 30, 1945

SUBDIVISION OF APPEALS

Louis R. Lipp, Supervisor

OLD AGE ASSISTANCE APPEALS

General Laws, Chapter 118A, Section 3, as Amended

The number of appeals pending June 30, 1944	190
Appeals received from July 1, 1944 to June 30, 1945	<u>3439</u>
Total	3629

Appeals acted upon:

No action taken; aid granted by local bureaus	27	
Did not appear at scheduled hearings	159	
Closed for various reasons	41	
Withdrawn	<u>1412</u>	
Died	<u>14</u>	
Total		1653
Cases approved	653	
Cases denied	<u>1020</u>	
Total		<u>1673</u>
Total appeals acted upon		<u>3326</u>
Total appeals pending June 30, 1945		303

Hearings held 2349  
-----

Reasons for denial by Subdivision of Appeals from 7/1/44 to 6/30/45:

Present allotment sufficient	754
Sufficient resources	69
Children able to provide	36
Unsatisfactory explanation of expenditure of funds	27
Not deserving	18
Excessive personal property	17
Age not proved	15
Not in need	10
Excessive insurance	9
Transfer of personal property	9
Insufficient residence	8
Transfer of real estate	8
Wife has in excess of \$600	6
More than 60 days since last official action of local bureau	5
Not residing on property owned	5
Change in living conditions	4
Other reasons	<u>20</u>
Total appeals denied 7/1/44 to 6/30/45	<u>1020</u>



APPEALS RECEIVED FROM JULY 1, 1944 to JUNE 30, 1945

DISTRICT #1

Adams	2
Amherst	1
Ashfield	1
Becket	1
Bernardston	1
Brimfield	3
Buckland	1
Charlemont	1
Cheshire	4
Chester	1
Chicopee	7
Cummington	5
Dalton	3
Deerfield	1
East Longmeadow	1
Easthampton	4
Egremont	1
Gill	1
Granby	2
Gt. Barrington	1
Greenfield	3
Holyoke	26
Huntington	1
Lanesborough	1
Lee	1
Leverett	1
Ludlow	1
Montague	2
New Marlborough	2
North Adams	12
Northampton	15
Orange	6
Palmer	6
Pittsfield	6
Savoy	1
Sheffield	3
So. Hadley	6
Southwick	1
Springfield	87
West Springfield	10
Westfield	11
Whately	1
Williamsburg	1
Williamstown	7

Total 253

DISTRICT #2

Acton	1
Ashburnham	1
Athol	3
Auburn	4
Ayer	3
Barre	1
Blackstone	2
Bolton	1
Brookfield	4
Charlton	2
Clinton	19
Douglas	1
Dudley	1
East Brookfield	1
Fitchburg	21
Framingham	17
Gardner	6
Grafton	3
Groton	1
Harvard	2
Holden	3
Holliston	1
Hopkinton	1
Hudson	3
Lancaster	10
Leicester	2
Leominster	14
Marlborough	6
Milford	5
Millbury	2
Natick	8
Northborough	1
Northbridge	5
Oxford	4
Pepperell	3
Royalston	1
Rutland	2
Shirley	1
Shrewsbury	2
Southborough	4
Southbridge	9
Spencer	4
Stow	1
Sturbridge	1
Sutton	2
Templeton	5
Townsend	3
Upton	6
Uxbridge	3
Wayland	5
Webster	3
West Boylston	9
Warren	1
West Brookfield	1
Westborough	1
Winchendon	6
Worcester	152

TOTAL

384





APPEALS RECEIVED FROM JULY 1, 1944 to JUNE 30, 1945

DISTRICT #3

Amesbury	7
Andover	3
Bedford	2
Beverly	6
Billerica	6
Boxford	1
Burlington	2
Chelmsford	3
Danvers	2
Dracut	8
Georgetown	2
Gloucester	35
Groveland	4
Hamilton	2
Haverhill	79
Ipswich	2
Lawrence	79
Lowell	55
Lynnfield	1
Merrimac	1
Methuen	8
Middleton	3
Newbury	5
Newburyport	15
North Andover	1
North Reading	1
Peabody	8
Reading	3
Rockport	4
Rowley	1
Salem	16
Salisbury	1
Tyngsborough	1
Wenham	1
West Newbury	8
Westford	2
Wilmington	3

TOTAL 381

DISTRICT #4

Arlington	27
Belmont	11
Chelsea	40
Concord	1
Lexington	10
Lynn	98
Malden	69
Marblehead	12
Medford	49
Melrose	9
Nahant	1
Needham	5
Newton	35
Revere	20
Saugus	4
Stoneham	9
Swampscott	1
Wakefield	11
Waltham	36
Watertown	13
Winchester	1
Winthrop	12
Woburn	7

481



APPEALS RECEIVED FROM JULY 1, 1944 to JUNE 30, 1945

DISTRICT #5

Abington	9
Attleboro	9
Avon	2
Bellingham	5
Braintree	14
Bridgewater	2
Brockton	80
Canton	3
Carver	4
Cohasset	1
Dedham	7
Duxbury	2
East Bridgewater	5
Easton	2
Foxborough	3
Franklin	1
Halifax	1
Hanson	2
Hingham	5
Holbrook	1
Hull	3
Kingston	3
Mansfield	3
Marshfield	1
Medfield	1
Middleborough	13
Millis	1
Milton	3
Norfolk	8
North Attleborough	3
Norton	1
Norwood	1
Plainville	2
Plymouth	5
Plympton	1
Quincy	52
Randolph	3
Raynham	3
Rockland	8
Scituate	5
Taunton	16
Walpole	1
Westwood	1
Weymouth	15

TOTAL 311

DISTRICT #6

Acushnet	3
Barnstable	6
Berkley	3
Bourne	1
Chatham	2
Dartmouth	2
Dennis	7
Dighton	3
Edgartown	1
Fairhaven	6
Fall River	102
Falmouth	2
Freetown	2
Gay Head	1
Harwich	2
Lakeville	3
Mattapoisett	1
Nantucket	3
New Bedford	101
Oak Bluffs	3
Provincetown	3
Rehoboth	4
Rochester	1
Sandwich	1
Seekonk	2
Somerset	1
Swansea	14
Wareham	6
Westport	3
Yarmouth	6

TOTAL 295

DISTRICT #7

Boston	1103
Brookline	30
Cambridge	97
Everett	30
Somerville	74

TOTAL 1334

TOTALS

District #1	253
#2	384
#3	381
#4	481
#5	311
#6	295
#7	1334

TOTAL 3439





ANNUAL REPORT from July 1, 1944 to June 30, 1945

SUBDIVISION OF APPEALS

AID TO DEPENDENT CHILDREN APPEALS

Louis R. Lipp, Supervisor

General Laws, Chapter 118, Section 8, as Amended

Number appeals pending June 30, 1944	13
Appeals received from July 1, 1944 to June 30, 1945	<u>106</u>
Total	119

Appeals Acted Upon:

Closed; failure to appear at hearing	1
Closed for various reasons	4
Withdrawn	30
Approved	41
Denied	<u>31</u>
Total appeals acted upon	<u>107</u>
Total appeals pending 6/30/45	12

Hearings held -- 77

Reasons for denial by Subdivision of Appeals from 7/1/44 to 6/30/45:

Present allotment sufficient	18
Sufficient income	6
Children able	2
Excessive personal property	2
Husband not incapacitated	1
Not in need	1
Unsatisfactory explanation of expenditure of funds	<u>1</u>
TOTAL APPEALS DENIED	31
7/1/44 to 6/30/45	



AID TO DEPENDENT CHILDREN

TOTAL APPEALS RECEIVED FROM 7/1/44 to 6/30/45:

District #1

Chester	1
Chicopee	1
Holyoke	1
Montague	1
North Adams	1
Pittsfield	3
<hr/>	
TOTAL	8

District #2

Clinton	2
Fitchburg	1
Natick	2
Townsend	1
Wayland	1
Worcester	3
<hr/>	
TOTAL	10

District #3

Billerica	1
Gloucester	1
Lowell	1
Methuen	1
<hr/>	
TOTAL	4

District #4

Lynn	5
Malden	8
Medford	2
Revere	1
Swampscott	1
Waltham	3
Winthrop	1
<hr/>	
TOTAL	21

District #5

Brockton	8
Hanover	1
Middleborough	2
Norwood	1
Plymouth	1
Rockland	2
Stoughton	2
Taunton	2
<hr/>	

TOTAL 19

District #6

Dennis	5
Dighton	1
Fall River	14
Falmouth	1
Provincetown	1
Swansea	1
<hr/>	

TOTAL 23

District #7

Boston	18
Brookline	1
Somerville	2
<hr/>	

TOTAL 21

District #1	8
#2	10
#3	4
#4	21
#5	19
#6	23
#7	21
<hr/>	

Total Received 106  
7/1/44 to 6/30/45





## BUREAU OF RESEARCH AND STATISTICS

### JOHN H. MONAHAN, SUPERVISOR OF WELFARE STATISTICS

The Bureau of Research and Statistics completed eight and one-half years at the end of June 1945. The personnel, 25 persons, appointed under Civil Service regulations, consists of a Supervisor of Welfare Statistics assisted by a Principal Statistical Clerk, Senior Statistical Clerks, Junior Clerks and a Stenographic force.

The functions of the unit include collecting, compiling, analyzing and publishing statistics of the principal types of relief which may be enumerated as follows:

1. Statistics of assistance and aid administered under the provisions of Titles I and IV of the Social Security Act: Title I -- Grants to States for Old Age Assistance, and Title IV -- Grants to States for Aid to Dependent Children. These Titles require that the State agency administering Old Age Assistance and Aid to Dependent Children shall make reports in such form and containing information as the Social Security Board may, from time to time, require and shall comply with such provisions as said board may find necessary to assure the correctness and verification of the reports.
2. Statistics of General Relief administered under the laws of the Commonwealth and the regulations of the Department of Public Welfare. This information is submitted by every city and town in the Commonwealth each month on prescribed forms and is combined by the Bureau into district and state totals.
3. Statistics of other types of aid and assistance administered by other state and federal agencies in furtherance of the policy to develop the Bureau as a clearing house for all kinds of statistical information relative to the entire Social Security program. Therefore, the Bureau has maintained tabulations of data secured from the following local agencies;--Department of Education, Division of the Blind, Federal Old Age Insurance; Unemployment Compensation Commission.
4. Statistics with respect to matters closely associated with relief. Tabulations are maintained by the Bureau on employment data compiled and published by the Department of Labor and Industries; the Index of Industrial Activity in Massachusetts compiled by the State Planning Board; the Cost of Living Index published by the Department of Labor and Industries, Division on the Necessaries of Life; other miscellaneous statistical information which may be used in describing or analyzing the Relief situation. To all these cooperating agencies we here extend our acknowledgment for the permission granted to us to republish their figures.



5. Statistics relative to the social phases of the various types of relief administered by the department, collected on prescribed Social Data Cards.
6. Development of the Research function of the Bureau by means of Studies.

The Bureau is organized so that the compiling and tabulating work is apportioned by type of relief among several groups into which the staff is divided. Definite assignment of duties is made to each group which consists of the necessary number of workers having the requisite qualifications required to perform the assignments.

A very definite need for reorganization of the Bureau has been felt during this period. As the Bureau has been called upon more and more for Research work and for forecasting the results of changes in law, it has come to the time when a part of the staff should be available for this research work at all times. Several members of our present staff have shown real aptitude for this type of work and it is hoped that a reorganization can be effected to take full advantage of the abilities of these persons.

In addition to complete files of the various types of relief statistics for each city or town, the Bureau maintains up-to-date records for the several districts and for the Commonwealth as a whole. Data are published in a variety of forms; for example, for the individual cities and towns and in summaries.

The regular monthly summaries submitted to Washington, compiled from the individual city and town reports, and covering the various type of relief, show the case load, expenditures and average expenditures per recipient.

During the fiscal year, July 1, 1944 through June 30, 1945 the following payments were granted to recipients.





During this period, July 1944 through June 1945, the Old Age Assistance case load continued to decline though the rate of decline was much less than in the previous year and at the end of June 1945 there were about fourteen hundred cases less than in July 1944. Expenditures did not follow the trend of the case load. A gradual increase was shown over this period and a new high average payment of \$42.76 was reached in June.

Of the \$37 488 545 spent during this period the Federal Government paid \$15 878 531, the State \$14 406 676 and the cities and towns \$7 203 338.

TABLE I

Old Age AssistanceJuly 1944--June 1945\*

<u>1944</u>	<u>No. of cases</u>	<u>Amount expended</u>	<u>Average per recipient</u>
July	76 111	\$ 3 060 494	\$40.21
August	75 938	3 048 709	40.15
September	75 817	3 054 478	40.29
October	75 802	3 081 419	40.65
November	75 722	3 108 903	41.06
December	75 665	3 127 676	41.34
<u>1945</u>			
January	75 444	3 113 070	41.26
February	75 162	3 109 111	41.37
March	75 049	3 199 753	42.64
April	74 881	3 198 213	42.71
May	74 726	3 198 508	42.80
June	74 559	3 188 211	42.76
Total	904 876	\$37 488 545	\$41.43

\* Revised figures

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During the period July 1944 through June 1945 the decline in the Aid to Dependent Children case load shown during the previous year continued through November of 1944 but a reversal of the trend started in December of 1944 and June of 1945 shows an increase of 419 cases.

Of the \$6 627 725.82 spent during this period the Federal Government paid \$1 468 459.38, the State \$2 209 241.94 and the cities and towns \$2 950 024.50.

TABLE II

Aid to Dependent ChildrenJuly 1944--June 1945\*

<u>1944</u>	<u>Families</u>	<u>Children</u>	<u>Amount expended</u>	<u>Av. per family</u>	<u>Av. per child</u>
July	7 047	17 332	\$ 532 185.36	\$75.51	\$30.71
August	6 968	17 157	522 480.72	74.98	30.45
September	6 991	17 255	528 064.08	75.53	30.60
October	6 986	17 207	532 812.73	76.26	30.96
November	7 026	17 277	546 578.49	77.79	31.64
December	7 048	17 378	554 149.39	78.62	31.89
<u>1945</u>					
January	7 117	17 528	557 071.63	78.27	31.78
February	7 136	17 588	560 363.97	78.52	31.86
March	7 169	17 642	567 952.11	79.22	32.19
April	7 176	17 671	573 558.76	79.93	32.46
May	7 170	17 701	577 245.84	80.51	32.61
June	7 162	17 636	575 262.74	80.32	32.62
Total	84 996	209 372	\$6 627 725.82	\$77.98	\$31.66

\*Revised figures





Family cases receiving General Relief continued to decline during the year July 1944 through June 1945 reaching an all-time low in June 1945. Single-person cases fluctuated somewhat during the year but the end of the year showed almost the same number of cases as the first month of the year.

Of the total of \$4 922 320.32 spent during this period, the State spent \$1 193 034.03 and the cities and towns \$3 729 286.29

TABLE IV

General ReliefJuly 1944--June 1945\*

<u>1944</u>	<u>No. of families</u>	<u>No. of single residents</u>	<u>Total No. of cases</u>	<u>Amount expended</u>	<u>Av. per family</u>	<u>Av. per sin. res.</u>	<u>Av. per case</u>
J	4 109	8 986	13 094	\$388 539.60	\$38.18	\$25.78	\$29.67
A.	3 901	9 029	12 930	402 372.97	38.23	28.05	31.12
S	3 945	8 932	12 877	390 124.73	38.90	26.49	30.30
O	4 023	8 871	12 894	408 959.33	41.64	27.22	31.72
N	3 957	8 838	12 795	422 948.96	42.86	28.67	33.06
D	3 954	8 809	12 763	446 621.18	44.63	30.67	34.99
<u>1945</u>							
J	3 887	8 805	12 692	421 501.75	44.47	28.24	33.21
F	3 540	9 076	12 616	400 047.85	44.83	26.59	31.71
M	3 503	9 157	12 660	441 282.93	48.43	29.66	34.86
A	3 371	9 125	12 496	397 267.22	44.18	27.21	31.79
M	3 262	9 034	12 296	412 467.24	47.44	28.53	33.54
J	3 221	8 935	12 156	390 186.56	45.97	27.10	32.10
Total	44 673	107 597	152 269	\$4 922 320.32	\$43.31	\$27.85	\$32.34

\*Revised figures through December 1944



In addition to the regular periodic reports submitted by the Bureau to Washington and used by the department, there are frequent calls for special reports or tabulations which usually describe some particular phase of the relief situation in more detail than can be obtained from the regularly published reports of the Bureau. The much greater number of such requests this year as compared with last year indicates not only the growing interest in the welfare problem from a statistical viewpoint, but, in a measure, evaluates the work of the Bureau as a public agency. Such organizations as chambers of commerce, taxpayers' associations, private welfare units and Universities frequently ask for data which the Bureau has available and such requests are always welcome.

During the past year the legislature has become increasingly aware of the vast fund of information available in this Bureau that is valuable to them in studying proposed changes in the law. It has been very gratifying to members of this Bureau who have worked diligently to build up this fund of information to see their efforts rewarded by the use of the information not only by the Department and the above mentioned organizations but by the Committees of the Legislature and its individual members.

The collection of figures on local Aid to Dependent Children administrative expenses continued during the year as a regular reporting procedure for which the Bureau made up reporting forms and instructions for the use of the local boards. This information is collected semi-annually so that reimbursement to the state, cities and towns from federal funds for Aid to Dependent Children administration expenses will be forthcoming.

Some minor changes were made in our basic report forms due to changes in reporting requirements or changes in the law. Except for these changes, the collection and compilation of our basic statistical data continued much the same as in the previous year.

Figures were prepared by this Bureau for the Commissioner on Taxation for the distribution to the various cities and towns of their share of the meal tax.

In conclusion, it may not be amiss to state that the Bureau has progressed tremendously in the past year. It has come to be recognized as a source of very valuable information by the Department as a whole and by many outside persons dealing with relief problems. Research work and forecasting is now being done by the Bureau to a limited extent. Efficient and effective services to the Commissioner and other policy making officials of the Department and the Legislature, to the cities and towns and to all state agencies, public or private, are among our main objectives. The interchange of information among the various agencies concerned with the Social Security program has been and will continue to be encouraged by the Bureau. Finally we wish to thank all the many cooperating individuals and agencies for their assistance during the year with the assurance that any facts or figures in our possession are always available to them.





# TUITION OF CHILDREN under the CARE and CONTROL of the DEPARTMENT

Under the operation of General Laws, chapter 76, sections 7 to 10 inclusive, as appearing in the Tercentenary Edition, governing reimbursements by the Commonwealth for tuition and transportation of state wards in public schools, bills received from 254 cities and towns for the tuition and transportation of 4,386 children amounting to \$329,905.08 - viz., tuition \$297,455.52, transportation \$32,449.56 - were audited by the department and paid by the Treasurer of the Commonwealth during the year ending June, 1945. The location of the children was as follows:

Abington, 10	Colrain, 7	Heath, 15	Natick, 39
Acton, 4	Concord, 2	Hingham, 12	Needham, 5
Acushnet, 7	Conway, 22	Hinsdale, 11	New Bedford, 48
Adams, 5	Dalton, 2	Holbrook, 11	New Braintree, 1
Agawam, 15	Danvers, 5	Holden, 3	New Salem, 6
Alford, 3	Dartmouth, 14	Holliston, 21	Newburyport, 4
Amesbury, 2	Dedham, 47	Holyoke, 25	Newton, 37
Amherst, 36	Deerfield, 4	Hopedale, 12	North Attleborough, 1
Arlington, 30	Dennis, 6	Hopkington, 11	North Brookfield, 4
Ashfield, 12	Dracut, 9	Hudson, 26	North Reading, 5
Ashland, 15	Dudley, 2	Huntington, 6	Northampton, 13
Athol, 11	Duxbury, 8	Kingston, 8	Northborough, 8
Attleboro, 13	E. Bridgewater, 8	Lakeville, 1	Northbridge, 20
Avon, 1	E. Brookfield, 5	Lancaster, 4	Northfield, 9
Barnstable, 4	E. Longmeadow, 5	Lawrence, 3	Norton, 1
Becket, 9	Easthampton, 4	Leicester, 9	Norwell, 2
Bedford, 2	Easton, 28	Leominster, 26	Norwood, 31
Belchertown, 46	Erving, 13	Leverett, 3	Oakham, 1
Bellingham, 30	Essex, 1	Lexington, 42	Orange, 6
Belmont, 10	Everett, 50	Leyden, 2	Oxford, 33
Berkely, 18	Fairhaven, 14	Lincoln, 2	Palmer, 48
Berlin, 11	Fall River, 5	Lowell, 115	Peabody, 8
Bernardston, 4	Falmouth, 3	Ludlow, 2	Pelham, 16
Beverly, 4	Fitchburg, 3	Lynn, 40	Pembroke, 23
Billerica, 53	Foxborough, 39	Malden, 42	Pepperell, 16
Blandford, 5	Framingham, 56	Mansfield, 8	Petersham, 7
Bolton, 8	Franklin, 39	Marblehead, 4	Phillipston, 2
Boston, 315	Freetown, 13	Marion, 15	Pittsfield, 12
Bourne, 1	Gardner, 1	Marlborough, 74	Plainfield, 9
Braintree, 16	Georgetown, 4	Marshfield, 8	Plymouth, 14
Bridgewater, 28	Gill, 1	Mattapoissett, 3	Plympton, 1
Brimfield, 31	Gloucester, 3	Maynard, 2	Provincetown, 3
Brockton, 52	Grafton, 24	Medfield, 8	Quincy, 20
Brookfield, 4	Granby, 12	Medford, 70	Randolph, 44
Buckland, 13	Gt. Barrington, 1	Medway, 38	Raynham, 25
Burlington, 19	Greenfield, 11	Melrose, 25	Reading, 3
Cambridge, 63	Groton, 13	Mendon, 5	Rehoboth, 5
Canton, 71	Groveland, 1	Merrimac, 14	Revere, 30
Carver, 12	Hadley, 21	Methuen, 9	Rochester, 14
Charlton, 8	Halifax, 2	Middleborough, 22	Rockland, 7
Chelmsford, 19	Hampden, 6	Middleton, 3	Rutland, 10
Chelsea, 6	Hanover, 11	Milford, 22	Salem, 9
Cheshire, 24	Hanson, 28	Millbury, 9	Salisbury, 5
Chester, 18	Hardwick, 14	Millis, 17	Sandisfield, 2
Chicopee, 14	Harvard, 20	Milton, 11	Sandwich, 2
Clarksbury, 8	Haverhill, 46	Monson, 28	Saugus, 21
Clinton, 45	Hawley, 1	Montague, 14	Savoy, 8



Scituate, 2  
Sharon, 14  
Shelburne, 10  
Sherborn, 3  
Shrewsbury, 18  
Somerset, 12  
Somerville, 85  
South Hadley, 7  
Southampton, 1  
Southborough, 24  
Southbridge, 12  
Southwich, 12  
Spencer, 9  
Springfield, 30  
Sterling, 6  
Stockbridge, 5

Stoneham, 8  
Stoughton, 57  
Stow, 7  
Sturbridge, 16  
Sudbury, 9  
Sutton, 7  
Swansea, 18  
Taunton, 31  
Templeton, 10  
Tewksbury, 15  
Townsend, 4  
Tyngsborough, 8  
Upton, 6  
Uxbridge, 9  
Wakefield, 26  
Wales, 3

Walpole, 15  
Waltham, 15  
Ware, 46  
Wareham, 24  
Warren, 12  
Watertown, 20  
Wayland, 13  
Wellesley, 17  
Wendell, 4  
West Boylston, 5  
W. Bridgewater, 5  
W. Brookfield, 21  
W. Newberry, 13  
W. Springfield, 21  
Westborough, 18  
Westfield, 33

Westford, 14  
Westminster, 13  
Weston, 3  
Westport, 13  
Westwood, 1  
Weymouth, 25  
Whitman, 10  
Wilbraham, 5  
Williamsburgh, 9  
Williamstown, 13  
Wilmington, 28  
Winchendon, 10  
Winchester, 20  
Winthrop, 14  
Woburn, 116  
Worcester, 54  
Worthington, 2  
Wrentham, 8





## Boarding Homes for Aged Persons

In Massachusetts today in 164 cities and towns there are operating 816 licensed Homes for the Aged. During the year 1945, 143 new applications were received, 102 licenses granted, 265 licenses renewed and 26 licenses cancelled.

The law providing for the licensing of these homes was enacted in 1929 when evidence was shown the Department of Public Welfare that abuses against the interests and well-being of the inmates of these homes in which three or more persons over the age of sixty years and not members of his immediate family are provided with care shall be deemed to maintain a Home for Aged Persons, and the Department of Public Welfare is delegated to issue licenses and to make, alter, and amend the rules and regulations for the government of such homes. These licenses are issued for a term of two years and may be revoked at any time by the Department for cause, and carries a penalty of \$500. for the first offense and two years in jail for the second offense for failure to license. It further provides that any person proposing to enter into a contract to provide care incident to advanced age, for life or for more than five years, for any person over sixty years of age and not a member of his family shall report this fact immediately to the Department and shall, before entering into or receiving any consideration under such contract, deposit with the State Treasurer a bond in a sum and in amount necessary and satisfactory to the Department, as security for the proper care of the aged persons.

One of the most extraordinary developments of recent years has been the mushroom growth of this new enterprise, boarding homes for aged persons. The problem of regulating these homes has increasingly occupied our attention to the end that in 1940 we revised the rules and regulations.

The law governing these homes specifically refers to these as Homes for Aged Persons. To eliminate confusion the Department has now for the purpose of the regulations determined that:

1. A convalescent home or hospital, rest home, home for the aged, nursing home or other institution of similar character, regardless of designation, caring for three or more persons over the age of sixty and not incorporated under the law of Incorporated Charities, shall be deemed a Boarding Home for Aged Persons.
2. No person suffering from a contagious disease shall be admitted.
3. No boarding home shall provide prenatal care or admit maternity cases. (Chapter III, Sections 71-73).
4. No boarding home shall admit or care for persons who are suffering from insanity, epilepsy, abnormal mental conditions, or those who are addicted to the intemperate use of narcotics or stimulants so as to have lost the power of self-control.

For the purposes of this regulation there is included in this restriction any person who is under commitment for any of the above conditions in any institutions under the jurisdiction of the Massachusetts Department of Mental Health.





5. Homes caring for convalescents and the chronic sick shall make provision for necessary medical care by a medical doctor registered under the General Laws of Massachusetts. (Chapter 112, Sections 2-12a.)

6. Homes caring for convalescents and the chronic sick shall have the resident supervision of a nurse registered under the General Laws of Massachusetts. (Chapter 112, Sections 74-81.)

7. No boarding home shall keep within its confines opium, morphine, cocaine, heroin, codeine or other habit-forming drugs as defined in Chapter 94, Section 197 of the General Laws, or a hypodermic needle or syringe or other instrument adapted for the use of narcotic drugs by subcutaneous injection, excepting that a registered nurse may keep in her possession a hypodermic syringe or needle and may have in her possession and administer said drugs only under the specific direction of a physician as provided for in Chapter 94, Sections 197 and 211. An accurate record must be kept of all such treatments.

8. All poisonous substances must be plainly labelled and kept in a locked closet or cabinet.

9. Patients shall occupy sleeping rooms on the second floor of any building only when two separate exits consisting of separate stairways, front and rear, are provided. A single interior stairway may be supplemented with exterior stationary fire exit.

10. Patients may occupy sleeping rooms above the second floor only in buildings of first-class fire-proof construction.

11. All rooms must be outside rooms with a minimum of 600 cubic feet of air space allowed for each person. Dormitories shall be limited to six beds.

12. All beds used for patients shall be at least 36 inches in width, six feet in length, and so placed as to permit freedom of movement on three sides.

13. Patients' quarters shall not be locked, hooked or fastened in any manner.

14. Adequate toilet facilities must be available on each floor where five or more patients are being domiciled.

15. Instructions governing emergency exit in case of fire must be posted in each room.

16. Dietary schedules must be maintained and a record of such accurately kept for inspection by the Department.

17. A register approved by the Department, showing the record of each patient must be maintained.

18. All homes operated under a license granted by this Department shall be so conducted as not to become a nuisance to, or an annoyance in the community where located.

The department has now classified the licensed boarding homes for aged persons into two classes, A and B.

The Class A home is a home where the facilities of a registered nurse





or a graduate of an accredited school of nursing are obtained. This type of home shall be qualified to care for persons who need expert care as determined on the advice of a physician or hospital.

The Class B home is a home where the facilities of a practical nurse who has had some experience in caring for the aged are obtained. This type of home shall be qualified to care for persons who are afflicted with ills incident to old age, or those without family accommodations and needing some kind of custodial care.

A list showing the classification is sent to all our district offices for distribution to bureaus in their area, to hospitals and to private agencies for their use.

Our law provides that any suitable person may maintain a home, but the Department of Public Welfare may prescribe the conditions under which a license shall be granted. The applicant must have the approval of the chairman of the local board of public welfare and the recommendations of three physicians or clergymen, who subscribe to five standard inquiries pertinent to the applicant. On the acceptance of this application the building inspector of the community is requested to visit the proposed premises and to determine whether they meet the local building requirements. Alterations or additions ordered by him must be accomplished. A visit is then made by the department's inspector who determines the quota, adequate toilet facilities, the erection of partitions, elimination of fire and health hazards. When this is completed, the license is approved for the signature of the commissioner.

In the supervision of these homes the inspection form is comprehensive, going into every phase of the problem to guarantee the comfort, and care of the old people. We must be alert when a home is found not paying its bills as it is in these homes that violations mostly occur.

Again it is the zealously of those making the inspection that will maintain a high standard of homes. In this connection we receive the co-operation of the local visitors who consistently go into these homes and report any violation to the Department.

It is customary to warn the proprietor when a violation is occurring, and when no heed is taken, then we remove the license. The causes generally are for overcrowding, insufficient and poor food, intoxicants, and ill treatment of patients. We anticipate and do receive strong opposition when a license is removed. Political influence is customary, but this pressure is favorably met by showing that it is an involvement of human misery, and it does not, in consequence, become a deterrent in our action. In 1945 twenty-six licenses were removed and nine were placed on probation.

In construction the boarding homes are amazingly alike. The homes are usually in houses built during the days when rooms were large and house plans were rambling. They are ideal for this work, particularly large estates that have been abandoned or have been foreclosed. The trouble with these latter is that too often they are, as would be expected, in zoned areas. The Department quite often uses its influence with appeal boards in asking for the grant of a variance, with good success.

It is with the homes that make a specialty of accepting old age assistance and dependent aid cases, and are paid a minimum for board,





that require constant supervision. The homes that feature private patients generally are splendidly and satisfactorily operated.

In cheaper priced homes the tendency is to overcrowd, scrimp on food, and practice other economies that have our disapproval. It is very difficult at times to catch violations, and the inspector has to rely on his observations, because it is nearly impossible to a recipient to disclose that he is dissatisfied for fear of possible reprisals in the home. A successful method to obtain reliable evidence, when our suspicions are aroused, is to review their register and contact the relatives of the patients.

We do not restrict the number of homes in any area when the applicant is acceptable, as we are of the opinion that competition betters conditions. Profit is naturally the motivation in the operation of these homes, and competition to a large extent obliges the operator to give the best care possible or suffer the loss of patients.

We believe that in classifying the homes a forward step has been taken. The Department is very careful in designating a Class A home--<sup>which</sup> a home in which a Registered Nurse must be employed. These are the homes that must have proven expert personnel to care for the real sick and terminal cases. Heretofore it has been the practice as an expediency to direct a patient to a home where very often there was but a practical nurse or one without any nursing knowledge at all. We have had numerous instances where inexperienced persons have attempted to care for sick patients, a dangerous practice, and with over 800 of these homes in the Commonwealth, and still increasing, we were obliged to make this new regulation in the interest of the public good.

The licensed homes for aged persons fill a need in our State as predominantly the inmates are O. L. A. and General Relief. A roll call of these would surely disclose a great many who at one time were prominent in civic and business affairs of their community. They, perhaps through no fault of their own, are now obliged to be aided by a munificent government, and it becomes paramount with us to see that they are supported and cared for as nearly as possible to conditions that they have been accustomed to. This we feel is being steadily accomplished.

The service has been greatly improved during the year by the addition of two new inspectors, trained social workers, one of whom is a graduate nurse. More frequent visitation is bound to improve the standards of care in these homes.





ANNUAL REPORT  
COMMODITY DISTRIBUTION DIVISION  
JULY 1, 1944 to JUNE 30, 1945

The Commodity Distribution Division has the responsibility for the administration and supervision of the following programs: Community School Lunch Program and Direct Distribution Program. In connection with these programs formal agreements have been signed with the U. S. Department of Agriculture which agreements define the obligations of each agency with respect to the afore mentioned programs. (see agreements on file)

Authority for the Department to sponsor these activities is contained in Chapter 634, of the Acts of 1941 and Chapter 9, of the Special Session of 1942. The 1945 Legislature has provided for the first time funds to meet the administration expenses of these programs at the State level.

The Department of Public Welfare and the Department of Education co-sponsor the Community School Lunch Program, however, all expenses at the State level are met by the Department of Public Welfare. In the administration and supervision of both these functions there is at present employed forty-two persons with eleven additional employees on Military Leave.

Community School Lunch Program. As previously explained this program is co-sponsored with the Department of Education, therefore, any correspondence or forms issued in connection with this program are made under the heading shown on the attached sample of stationery.

The Department of Education has designated Miss Anna A. Kloss, Supervisor of Vocational Education, to serve in the capacity of Supervisor of the School Lunch Program in their behalf. Miss Kloss's activities in connection with this program are of an advisory and technical nature and she also serves as a representative of the Department of Education in the promotion of the School Lunch Program in local communities. The actual mechanics and administration of the Community School Lunch Program is conducted by the personnel of the Commodity Distribution Division under the Supervision of the Director.

The Division enters into separate agreements with each individual public school department desiring to receive Federal aid in the operation of any or all of their schools. Other agencies such as the P. T. A., Red Cross, etc., may sponsor programs with the approval of the local Superintendent of Schools. (see sample agreement and application attached) At the close of the 1944-45 school year the Division had agreements with 200 sponsors in 180 cities and towns covering 1,200 schools throughout the Commonwealth. This represents almost 90% of all the public schools in Massachusetts. Approximately 800,000 dollars was paid these schools for meals served which met the standard set by the Division. This subsidy was granted on the basis of the type of meal served and for which the reimbursement was Type A with milk .09 cents, Type A without milk .07 cents, Type B with milk .06 cents and Type B without milk .04 cents and Type C (milk only) .02 cents.

Supervision of all programs is maintained in accordance with the terms of the agreement. The Division employs two trained nutritionists who furnish technical advice and assistance to the local schools and also check on the menus served in order to see that they met the standards set up by the Division. In addition to this nutritional check a financial audit is made at least once a year in every school and bi-monthly in the larger schools. Monthly Reports Form #CCC-109 are required in quintuple of each school and these reports serve also as a claim for reimbursement when audited and approved by the State office. Three copies of each local report is submitted to the U. S. Department of



Agriculture together with one master set of forms covering all the local school reports attached. The Department of Agriculture then reimburses the Division on the basis of the master claim submitted and this check is deposited with the State Treasurer who in turn makes payments to the local sponsors in accordance with the amounts we have approved for each on an Invoice Warrant.

In addition to the agreements with the local sponsors the Division arranged for contracts on behalf of the local sponsors for all milk served under the "C" program. During the 1944-45 school year the Division contracted for the purchase of 19,565,173 bottles of milk for a total cost of \$731,685.02 with 97 dealers for delivery in 71 cities and towns. This procedure resulted in a net saving of \$69,394.02 to the children in these cities and towns which could not have been obtained had each community contracted for its own milk separately. The Division reimbursed local sponsors for a total of 4,309,959 hot lunches and 23,370,927 bottles of milk.

In addition to these services many other aids were rendered such as; preparation of menus and recipes, assistance with rationing problems, aided in the purchase of hard to get equipment, technical advice on canning and accounting problems. The School Lunch Program increased 100% in the 1944-45 school year and present indications are that it will increase another 50% in the 1945-46 school year for many communities have already signified their intentions to extend the program to other schools not previously in the program.

Direct Distribution Program. The receipts of commodities during the fiscal year 1944-45 was lower than any previous year, however, from a monetary standpoint it was still considerable and most profitable to the Commonwealth. The Division distributed a total of 6,116,707 pounds of food commodities having a replacement value of \$762,472.17 to eleemosynary institutions, school lunch programs and public assistance cases. (see attached breakdown)

According to officials in the U. S. Department of Agriculture we can expect a considerable increase in this work with a very good possibility that the food stamp plan will also be reinstated.

The first step on the State level in the procurement of foods for distribution is in the form of an offer from the U. S. Department of Agriculture, stating that a specified number of carloads of a certain item is available to the State. The Division then ascertains whether or not the offer shall be accepted in full, in part, or rejected. A few offers have been rejected, when in the opinion of the Division it appeared to be unwise to take the distribution of a certain item.

Allocations are accepted by wire or letter depending on the urgency of car rollings. In either event, a formal signed acceptance is necessary, together with an order for each car. (Form FDA-2)

The Division is charged by the U. S. Department of Agriculture with the amount of its receipts and required to show distribution, losses, inventory on hand, etc., through monthly reports to that agency (Form FDA-541)

The Division formerly operated 28 district warehouses throughout the State but because of the present curtailed program maintains warehouses only in Boston, Worcester, Springfield, Fall River and Haverhill. All commodities ordered are routed to these points in proportion to the caseload to be served at that point. Each warehouse is charged with its receipts and required to maintain inventory and distribution records (Forms #30-57 and 30-32) and furnish the State office with a weekly report of all activities (Form #30-28).





Distribution from these warehouses to eligible groups is made on a delivery record (Form #14). Distribution to school lunches and institutions is considered complete when a properly signed delivery record Form #14 is received, however, on deliveries to cities and towns for distribution to public assistance cases the following procedure is used. The individual account of that city or town before the artment receiving commodities which is maintained at the State accounting office is charged with the receipt of the commodity. The local community is then required to render a monthly report Form #28 together with Recipient Receipt Record Form #4 showing distribution of all commodities received.

Accounting. The Division maintains its own accounting section through which a control of all programs is maintained, in addition this section keeps control accounts on all funds deposited with the State Treasurer. (see attached list) All original documents in connection with the receipt and expenditure of funds from these accounts are prepared and processed by this section before forwarding to the Comptroller's or Treasurer's office for payment or deposit. This is only a brief description of the activity performed by this group but to give one an idea of the extent of detail contained in this work I would like to point out that over 30,000 separate forms had to be either audited or prepared by this section in the last fiscal year.

The Division until recently received back all of the containers in which food was received and then arranged for their sale to regular dealers in salvage or farmers. Due to the reduction in warehouse facilities this procedure was no longer feasible so a new policy of billing receiving agencies for the containers received was established and during the last fiscal year the Division received \$24,812.92 for containers which money was used to defray the Division's expenses.



COMMODITY DISTRIBUTION DIVISION

DIRECT DISTRIBUTION FOR THE PERIOD

JULY 1, 1944 - JUNE 30, 1945

	<u>Pounds</u>	<u>Value</u>
Schools	1,232,383	127,242.12
Institutions	4,024,542	549,456.37
Welfare	359,776	38,773.68
Total	<u>5,616,701</u>	<u>715,472.17</u>

FINANCE ACCOUNTS MAINTAINED AT COMPTROLLER'S OFFICE

Commodity Distribution Fund	5711-01
Commodity Distribution & School Lunch	1901-22
Commodity Salvage Fund	* 5709-900
Cities and Towns Community School Lunch Fund	5713-01
Federal Grant Community School Lunch Fund	4113-40
Commonwealth Stamp Plan Fund	5712-02
Interest Fund (First National Bank of Boston)	5720





## DIVISION OF CHILD GUARDIANSHIP

Marion A. Joyce, Director

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The year just ended has been a heartening one for the Division of Child Guardianship because of a number of real gains and forward steps. Several things have been accomplished in the way of improvements in the services given to children as well as some others in the administrative set-up of the agency. A number of changes long hoped and worked for have been effected in a period still critical because of conditions caused by the war - some of these changes being achieved through favorable action by the legislature and others by intensive cooperation and collaboration of staff in the Division and the whole Department.

Directly affecting the children have come about better reception facilities greeting them the moment they arrive for care, better terms for their foster-home care, and the bringing of service nearer to some of them. The interest of some representatives and the Governor, aroused by personal observation, led to trebling the space and the service available for new children on the day of their arrival in the office. As against one general receiving-waiting-play room connected with the doctor's examining office, plans have been approved and alterations begun to provide an additional children's room, a kitchen, a dining room, bath-rooms and rest-rooms for boys and girls. Authorized also for employment as soon as the new rooms are ready are a cook to provide a simple, nourishing hot noon meal in place of picnic food sent in, and a nurse to assist the doctor and to give needed baths and shampoos. All this will mean more cheer and comfort to many children on what may well be the most difficult day in their young lives, as well as a real lift in their morale due to their arriving at the temporary homes in more attractive and comfortable condition. Again, when they go into regular foster homes several things will make for improvements in their living conditions. Board rates have been raised so that the basic rate paid for most children is \$6. a week instead of \$5.; clothing rates have been raised; and the age-groups treated more realistically as to variation in their needs; foster mothers are being paid monthly instead of quarterly (thanks to substantial help from the Bureau of Accounts), and children over sixteen capable of finishing High School at a reasonable age will be boarded rather than required to earn their keep - until they graduate. The third advance in the direct interest of the children needing the Division's care is the bringing of service nearer to those in the four western counties with the projected opening of an office in Springfield. It has long been obvious that an agency offering service to the children of Massachusetts is greatly handicapped and many of the children poorly served as a result of there being but one office in





the State House for work throughout the Commonwealth. Decentralization has been talked of and wanted badly for years. At last, approval of the first branch office, to be housed with the office for District I of the Division of Aid and Relief and serving the same area, has been secured and plans are going forward to open it as soon as possible. This will facilitate (1) planning for most of the children coming from that area to be placed in the same area lest too many of their natural ties be broken; (2) improving community or public relations; (3) giving speedier service in the area; (4) giving more supervision to workers living in the area. It also will reduce (1) strain for new children received from that area by lessening the distance to be traveled when coming into care as well as the formality of their reception, and (2) expenditure of staff time, travel expense and energy between field and office. Another hoped for result of decentralization is that a branch office will focus more effectively local interest in the work of the Division so that the foster home resources of the area may be more fully developed for the advantage of children to be placed.

Concerning special functions of the Division, two other improvements have come about through legislative action. Surrenders of children for adoption may now - through the passage of House 179 - be accepted by the Division as well as by private child-placing agencies. While the law allows children to be given in adoption because they have been dependent on public support for one year, the Division has never felt it right to make such placement for adoption unless all the other conditions obtained under which a children's agency considers adoption placement warranted and indicated. At the same time, with no authority to secure a formal surrender from parents at the point of their decision on adoption, the Division has found itself as well as the parents and children insecure between a placement and the presentation of a petition after the trial period - with the necessity of contacting the parent for consent at the ultimate stage in the process. The other change affecting a special group of children is the transfer of the unit for Social Service to Crippled Children to the Department of Public Health. This work has been the only casework service given by the social workers of the Division to children in their own homes; and has been done through close collaboration with the Crippled Children services of the Department of Public Health as well as with the Department of Education, whereas it has operated - in the very nature of things - quite independently of all other units of the Division of Child Guardianship. It will shortly go, as a result of legislation backed by the three departments, into the Department of Public Health, where its services will still be available to any child in the care of the Division needing them, just as are all the services of many other agencies offering resources to our children in need of special educational and medical facilities. This year, for the last time, is the annual report of the Social Service to Crippled Children included in the report of the Department of Public Welfare.

The passage of House 537 again indicates the encouraging interest in the Division of Child Guardianship expressed by the legislature during the past year. The still crowded and inadequate offices





of the Division are scattered over three floors of the State House annex, with one unit housed in the Ford Building, with the reception facilities for most children in the State House but those for babies in a nursery apartment on Joy Street, with the clothing room service divided between two rooms on different corridors of a floor above that where the children's rooms are, and with absolutely no privacy for supervisors' consultations with their social workers nor for either's interviewing of clients. The new Act, with an appropriation of \$200,000, provides for a separate building to house all the services of the Division of Child Guardianship.

When we come, however, to the matter of personnel the achievements of the past year were again disappointing. Although each recent legislature has granted some new positions, no substantial gains have been made in recent years - even though the survey of 1940 showed that the social work staff needed doubling if the agency is to encompass at all adequately the functions assigned to it. An apparent gain this year of nineteen positions is deceiving. Six were only payroll transfers to rectify an error of 1943 assigning them to the Division of Aid and Relief. Eight others were positions created temporarily through the Governor's War Emergency Fund and filled for two years already, which are now become permanent. Thus but five positions are really new: those asked for to set up the Springfield office - with the exception of the Supervisor's position asked for but denied. They include a Head Social Worker, a nurse to place western Massachusetts babies in the district (vs. the traditional pattern of placing all the children under three near Boston), and three clerical jobs.

Work on the Policy Manual has progressed steadily and fruitfully. (As mentioned in the last Annual Report, this is a two-year project for which a co-ordinator and clerical assistance are being supplied from two private funds that support social work enterprises.) The entire social work staff has participated, each staff member working on one or more of the twenty committees studying various aspects of the agency's work, and the Supervisors reviewing the written material both individually and fortnightly as a group. As of June 30th, committee meetings, except for review of written material, were almost completed. There has been considerable evidence that the aims of the project are being achieved. A lack of uniformity, clarity or soundness of policy has, in a number of instances, been corrected by unanimous recommendations from committees with the approval of the supervisory staff serving as a review board - changes in some cases being introduced into practice by memoranda without waiting for the publication of the Manual. Many procedures which varied between different administrative units have been simplified and made uniform for the entire staff. Plans for improvement in statistical analyses of cases and of foster homes usage have also been made, some to become effective in July 1945 with the aid of the clerk newly assigned to statistical work. Forms have also been studied with the result that some have been re-drafted, some combined with others, and some dispensed with. Perhaps the greatest achievement has been in the area of staff development through the process of producing a Manual by the method outlined. By and large, staff members have welcomed the committee meetings as opportunities to express their





views, and have enjoyed the satisfaction of offering suggestions for improvement. Differences in interpretation of policy and understanding of procedure have been clarified and agreements reached. Some individuals have stated how much stimulated they were by participating in this work. While it is too early to evaluate accurately and fully the manual project, it seems that much has been accomplished but much will remain to be done even when it is completed. Since the first edition must give prominence to the reasoning as a result of which changes have been made in policy and procedure that were never before written down, there lie ahead the problems of finding a method for revision and improvement of the Manual as well as ways and means of making it work most effectively.

### CHILDREN IN THE CARE AND CUSTODY OF THE DIVISION

While the number of children in direct care decreased from 6,979 at the beginning of the year to 6,584 at the end, consistent with the trend begun in 1940 when there was a peak of 8,200 children, the problems encountered in providing for this somewhat smaller number were herculean in proportion. The foster home shortage which began somewhat before the beginning of the war continued this past year as acute as in the previous year. Resources for meeting the situation remained relatively unchanged, with the basic board rate still at \$5.00 weekly and with no additional staff provided to help in the emergency. Newly received children stayed in crowded reception homes for long periods because permanent homes could not be found for them. Regular foster homes already in use withdrew their services, necessitating the replacement of children and the placing of greater pressure on the already overloaded remaining homes.

#### Intake

During the year 1,108 new children were received in care, 69 more than in the previous year but less by 200 than the average received during the five years preceding the war. The upward trend in the proportion of neglect commitments which has been consistent since the early 1920's continued, with 773 received under that category, representing 69% of the total intake. (Last year neglect commitments represented 67% of total intake.) Five hundred and fifty-one (551) or 71% of the neglect commitments were on a temporary basis, a proportion greater by 4% than in the previous year, again sustaining a consistent trend in intake which began in the early 1920's. This increase in temporary commitments is a matter of concern to the Division: first, because it places a tremendous burden on reception homes due to the fact that a second placement in a permanent home is usually undesirable in those cases in which the total period of placement is only a matter of weeks or two or three months; second, because it makes it difficult to plan the permanent foster home placement for the child since there is no assurance concerning length of time the child will be in care; and third, because essentially it places the responsibility for the social





planning on a case with the court rather than with the Division.

There was a slight increase in the number of dependent children received during the year, 223 compared to 193 last year. This may represent a leveling off of the marked decrease in this category of intake which began in 1939 and continued until this year.

The number of wayward and delinquent children accepted during the year, 112, was smaller by 35 than in the previous year and reflects the Division's inability to assume responsibility for the placement of children with problems when vast numbers of non-problem children remain in crowded reception homes because insufficient permanent homes can be found for them.

(See table on next page for detailed figures on classification, age and sex of children received during the year and the number of children received monthly.)



# CLASSIFICATION OF CHILDREN RECEIVED DURING THE YEAR

	Neglected			Dependent					Delinquent		Wayward	
	Total											
	Permanent	Temporary		C. 119 S. 38	C. 119 S. 22	C. 119 S. 28	C. 119 S. 14	C. 273 S. 14	Permanent	Temporary	Permanent	Temporary
Total	1108	222	551	183	39	1	0	0	8	101	0	3
Boys	622	102	294	115	25	1	0	0	6	77	0	2
Girls	486	120	257	68	14	0	0	0	2	24	0	1

## MONTHLY INTAKE July 1, 1944 to June 30, 1945

	Total	Boys	Girls
Total	1108	622	486
July, 1944	59	39	20
August, 1944	104	63	41
September, 1944	49	30	19
October, 1944	69	36	33
November, 1944	100	63	37
December, 1944	79	44	35
January, 1945	131	77	54
February, 1945	83	41	42
March, 1945	141	63	78
April, 1945	67	45	22
May, 1945	113	65	48
June, 1945	113	56	57

## AGE AND SEX OF CHILDREN RECEIVED FOR CARE July 1, 1944 to June 30, 1945

	Total	Boys	Girls
Total	1108	622	486
Under 6 months	100	60	40
6 months to 1 year	38	22	16
1 year	94	51	43
2 years	83	45	38
3 years	84	46	38
4 years	62	35	27
5 years	61	31	30
6 years	73	38	35
7 years	67	38	29
8 years	59	31	28
9 years	59	38	21
10 years	56	34	22
11 years	57	34	23
12 years	48	27	21
13 years	57	37	20
14 years	45	21	24
15 years	45	24	21
16 years	12	6	7
Over 16 years	10	7	3





It was noted during the year that many children were received in a state of physical neglect more acute than in ordinary times. In a number of instances neglect complaints had been drawn in the cases of children who in reality could be properly classified only as dependent, this practice undoubtedly being related to the difficulty in securing the voluntary placement of children because of the limitations placed on private agencies due to the foster home shortage. A number of serious problems were encountered in receiving children with marked mental or physical abnormalities for whom foster care was impossible and institutionalization difficult to arrange when the Division had no warning of the child's arrival. An agreement was reached with the Massachusetts Society for the Prevention of Cruelty to Children that in such cases notice would be given as far in advance as possible to enable the Division to formulate an adequate plan for the child's care.

Turnover in the staff of the agencies assuming responsibility for the work-up of cases brought into court for neglect action, principally the Massachusetts Society for the Prevention of Cruelty to Children, had an inevitable effect on the type of investigation that could be made. It served to reaffirm the oft-stated need of the Division for sufficient staff to make its own investigation of cases which the courts contemplate committing.

Following is the statistical report of the work of the dependent intake unit which assumes responsibility for the intake of the dependent children only and the maintenance of contacts with these children's families, together with the work on out-of-state cases:

	<u>Children</u>	<u>Families</u>
Applications pending July 1, 1944	628	465
Applications received July 1, 1944 to June 30, 1945 (Including 81 re-applications)	<u>817</u>	<u>535</u>
Total . . . .	1445	1000
Disposition as follows:		
Adopted	9	9
Placed for adoption	10	10
Advised only	18	10
Death of child	9	9
Left State	3	2
Withdrawn	46	20
Assumed by Relatives	281	168
Assumed by Private Agencies	16	13
Assumed by Public Agencies	144	92
Children Committed Section 22, Chap.119 Gen.Laws		
Boys (Including 2 male foundlings)	26	
Girls . . . . .	<u>13</u>	37
Children Committed Section 38, Chap.119 Gen.Laws		
Boys	115	
Girls . . . . .	<u>68</u>	141
Pending July 1, 1945	<u>687</u>	<u>489</u>
Total	1445	1000



	<u>Discharges</u>	<u>Children</u>	<u>Families</u>
Applications for discharge pending July 1, 1944		86	66
Applications received July 1, 1944 to June 30, 1945		<u>278</u>	<u>203</u>
Total . . . . .		364	269

Disposition as follows:

Discharged	172	128
Refused	28	16
Withdrawn	33	27
Pending July 1, 1945	<u>131</u>	<u>98</u>
Total . . . . .	364	269

Follow-up Investigations

Cases pending July 1, 1944	151
Cases added July 1, 1944 to June 30, 1945	<u>88</u>
Total . . . . .	239

Disposition as follows:

Investigation led to discharge	6
Closed	70
Pending July 1, 1945	<u>163</u>
Total . . . . .	239

Out-of-State Adoptive Placing (Bond File)

Cases pending July 1, 1944	33
Cases received July 1, 1944 to June 30, 1945	<u>56</u>
Total . . . . .	89

Disposition as follows:

Closed	30
Pending July 1, 1945	<u>59</u>
Total . . . . .	89

Out-of-State Investigations

Cases pending July 1, 1944	76
Cases received July 1, 1944 to June 30, 1945	<u>123</u>
Total . . . . .	199

Disposition as follows:

Closed	109
Pending July 1, 1945	<u>90</u>
Total . . . . .	199





## Reception Unit

During the year there was no relief from the pressure on this unit inasmuch as the permanent placement of children continued to lag because of the difficulty in finding new foster homes, while at the same time there was a slight increase in the number of children received for care. An average of 56 new children were received each month by this unit while in the previous year only 54 had come into care.\* The average number of children cared for during the month, however, showed a more marked increase: 260 compared with 245 in the previous year. With a fourth social worker having been added just prior to the beginning of the year, (bringing the total personnel of the unit up to six, including a supervisor and one clerk) the average number of children carried by a worker during a month decreased and stood at 66, as compared with 84 in the previous year. The availability to the unit of the four State cars provided in March, 1944 also made for more efficient working conditions.

With the \$8.00 a week board rate established in 1943 it was possible to open eleven new reception homes. Generally speaking the new homes have been for smaller numbers of children, in line with the Division's standard of no more than ten children in a reception home (which war conditions have made it impossible to maintain).

In November, 1944 a program of immunization against diphtheria and whooping cough of the newly received children over three years of age was begun, a step planned in cooperation with the State Department of Public Health and aimed at the reduction of epidemics which had occurred in reception homes in the past. Since the beginning of this program there has been no repetition of these outbreaks of diphtheria and whooping cough and no case of quarantine of a reception home.

More adequate plans for the school and church attendance of the children in the care of the reception unit were worked out as a result of special attention to this area. Each child of school age able to attend classes has been entered in school as soon after his initial reception as possible. Similarly children old enough to go to church or Sunday School have been attending regularly. Whenever possible children have been placed in reception homes where the foster parents were of the same religious faith as the child. When this has not been possible the child has been sent to his own church.

A difficulty referred to in the last Annual Report involving the attempt at regulation of reception homes by local town and city authorities has not presented a problem of any seriousness. In only one instance was there local objection to a reception home, one in a residential district in which seventeen children had been placed. A mutually satisfactory arrangement was made in this case when it was agreed that only twelve children would be placed in the home in the future.

The unit has been well served during the year by the reception home known as Brook Farm which was given over to the Division in May, 1944 by the Board of the Lutheran Home for Children on a "lend-lease" basis. While a change of foster parents had to be made because of the illness of the first foster parents, the home has cared for a substantial number of boys consistently - often exceeding the limit of ten which was thought of as the desirable number for the home but relieving considerably, thereby, the overcrowding in other boys' homes.

\*New infants and older boys are given reception care by the Infants and Older Boys Units.





## Foster Home Situation

With the wide distribution of responsibility for homefinding, which is largely in the hands of the seventy visitors who carry case loads of children, it has been impossible to get accurate, detailed statistics on the over-all foster home situation. Through the year, however, every effort has been made to have each worker devote as much time as possible to the recruitment and investigation of new homes. With average case loads among the visitors standing at 120, the time that could be devoted to homefinding was necessarily limited. The homefinding unit, (which will be reported on in detail later) with only three workers, gave valuable and well-focused help but could not begin to meet the over-all need for new homes. The shortage of homes touched the lives of children in a critical way at many points, keeping children in over-crowded reception homes for extended periods, necessitating the separation of children belonging to the same family and undermining the security of others when foster parents discontinued their services.

Bookkeeping figures, while they indicate nothing in turnover of homes, do show a substantial net loss of boarding homes during the year - with 2,277 in use during the first quarter of the year and with only 2,135 in use during the last month of the year. A census of children placed in regular foster homes, taken in May, 1945, indicates a marked deviation from the accepted standard of only four unrelated children in a foster home, but with only 1,137 children affected this year whereas 1,231 were shown to be affected in a similar census taken a year previously. The following table, in which reception homes and homes for mentally deficient children are not included, shows the number of homes in use on May 15, 1945 in which more than four children were placed, and the number of children affected.

<u>Number of Children in Home</u>	<u>Number of Foster Homes Involved</u>	<u>Number of Children Involved</u>
5	79	395
6	50	300
7	17	119
8	16	128
9	11	99
10	7	70
11	0	0
12	0	0
13	<u>2</u>	<u>26</u>
Total	182	1,137





## Home Finding Unit

During the past year, the total number of days worked was 805, or the equivalent of full time for three and a quarter homefinders. This is slightly more than the previous year's total which was full time for three workers. The positions still being temporary, there were many changes in personnel, and of the eight homefinders only one, the supervisor, stayed throughout the year. Much time, therefore, was given to familiarizing workers with the agency as well as with homefinding in general, since none had had experience in this field. This year there was no clerk-stenographer. Figures have not been kept on stenographic help given, but it was irregular and approximated at most four hours a week. To make more boarding homes available the Unit worked along much the same lines this year as heretofore. Homefinders investigated applications referred to them by visitors and by the Share Your Home With A Child Committee, but continued to give most of their time to recruiting and investigating new leads.

### Boarding Homes Investigated by Unit - July 1, 1944 to June 30, 1945

#### Sources and Dispositions

<u>Sources</u>	<u>Total</u>	<u>Carried Forward</u>		<u>New Leads</u>		
		<u>Approved</u>	<u>Refused or Withdrawn</u>	<u>Approved</u>	<u>Refused or Withdrawn</u>	<u>Pending</u>
Total	1562	10	83	148	1224	97
Visitors	229	1	6	47	165	10
SYHC	65	1	1	12	44	7
Recruited by Unit	1268	8	76	89	1015	80

Similar as were the Unit's methods this year and last, the above table shows quite different results. In the first place, only 168 homes were approved instead of 205. The reasons for this smaller showing are not clear. One partial explanation may be that standards of investigation have been higher. Another partial cause may be the ruling made about six months ago that, except in special cases, applications for less than three Protestant children each be refused, leads of this kind being the easiest to recruit and least often needed. Nevertheless, these changes in standards and policy together could hardly make a difference of 37 homes.

The second contrast between these figures and last year's is the enormous total --1562 leads, both new and carried forward, as against 1066. This means nearly 500 more applications to choose from and makes the drop in the number of approvals all the more striking.

Of the 1469 leads that were new this year, 222 were given the Unit by visitors, or 66 more than they referred in the previous twelve months. Seventy-one other leads came through the Share Your Home With A Child Committee, or about two thirds the number received from this source the year before--a difference that is partly due to the Committee's present policy





of consulting the agencies about applications before allocating them. (Note that only 63 of the 71 new leads from the Share Your Home Committee are shown above. That is because this table is based on investigations made by the Unit only. The other eight homes were investigated by visitors.) But by far the largest number of new applications were recruited by the Unit- 1184 out of 1496. This is about the same proportion as was recruited last year. The following table compares the recruiting methods used.

Applications Recruited by the Unit: Sources and Dispositions

Sources	<u>Total</u>	<u>Carried Forward</u>			<u>New Leads</u>			<u>Pending</u>
		<u>Home-</u>	<u>Visi-</u>	<u>Refused or</u>	<u>Home-</u>	<u>Vis-</u>	<u>Refused</u>	
		<u>finder</u>	<u>tor</u>	<u>Withdrawn</u>	<u>finder</u>	<u>itor</u>	<u>or Withdrawn</u>	
Total	1298	8	2	76	89	8	1015	80
Advertising	1100	2	1	38	78	8	890	68
Personal Sources	43	0	1	8	1	0	30	2
Newspaper Appeals	105	1	0	1	9	0	86	7
Radio	21	1	0	8	1	0	9	2
Speeches & Leaflets	29	4	0	21	0	0	0	1

This table includes the first of the Unit's leads to be investigated by visitors. The 30 homes in question were either needed at once or at a distance from Boston. Eight were approved and 22 refused.

Having had little success with such forms of publicity as radio broadcasts and community searches, the Unit this year did most of its recruiting by means of newspapers. Here again the figures are in sharp contrast to those given in the last Annual Report, for whereas last year 213 days of advertising brought only 504 leads of which 67 were approved, this year there was quantity without quality. Two hundred and forty days of advertising drew 1059 replies, or more than twice as many as the year before, but only 86 homes resulted.

Hoping to improve its methods, the Unit got the informal advice of a publicity expert and made a statistical study of advertising since July 1943. All that study showed was that, in terms of approved homes, Boston papers are more productive than local ones, and that the most successful types of advertising are those that feature (1) high board and (2) individual children.

Some slight use was made of the radio. "Spot" announcements were written for seven programs and brought twelve applications, only one of which was approved.





Another experiment was a form letter sent to about a hundred presidents of womens' clubs, asking for invitations to address meetings. Few such invitations were received and what appeals were made brought no homes at all.

With the help of the Greater Boston Community Council the Unit got out a new leaflet with an attached coupon. Three thousand copies were printed without expense. They are being distributed by home-finders on their visits and enclosed in letters. Only four have come back thus far, and of these leads three have been refused and one is pending.

A more successful form of publicity originated with the visitors. Because of the critical shortage of baby homes the nurses became interested in recruiting and the homefinders were asked to attend their staff meetings in order to work out a cooperative plan for soliciting and investigating new leads. These joint meetings have continued since last July and have been stimulating and interesting to the homefinders. Besides investigating leads from time to time, through the year, the nurses shared the recruiting for the first two months and evolved two new methods. One method, a moving picture trailer that was shown all day for weeks, brought only three applications and one approved home; but the second proved effective and the subsequent appeals were modeled on it. The nurse got the secretary of a Community Council in her district to write an appeal for the local paper in the form of an interview with her and to give his office address for replies. There were 30 applications, of which three (3) were approved. She and the homefinders divided the investigations and the Council acknowledged the response in a follow-up article. This technique was then tried elsewhere and, though the homefinders this time wrote the appeal for the Council, the leads from both appeals have been credited to the visitors and are so tabulated. Thereafter the Unit ran eight similar articles in local papers and included the responses in its recruited group. They are tabulated under advertising, however, as an advertisement accompanied each write-up.

In addition to the above, four articles appeared in the Boston dailies and two in house organs. As these write-ups were not backed up by advertising, the responses are counted as results from "Appeals". Of the 103 applications from this source only nine (9) were approved.

As to investigation procedure, there has been no change since the last Annual Report. Some approved homes have been visited only once, some twice and a few three times. Five references have always been required, except in the case of former foster mothers whose interest has been revived through publicity. Sometimes all references have been consulted by letter or telephone, but usually from one to five have been interviewed.

The total number of visits to homes and references comes to only 1516 this year instead of 1608. This decrease in field work may be due to the amount of office work done by the homefinders. This has increased considerably this year, owing chiefly to lack of stenographic help but also to the much larger number of leads. Many of these leads were refused without visits. They had, however, to be rather elaborately "processed", and none of the steps taken could very well have been omitted.





Unfortunately the Unit knows little about its homes once they are approved. The best evaluation it can make is the following table in which success is roughly correlated with use, religion and types of care - the homes most valuable to the agency being baby homes, reception homes and homes for family groups. More than half the children being Catholic, homes of their religion are also especially useful.

Homes Approved by Unit: Religion. Types of Care and Use

Types of Care		Total	<u>Used</u>			Ready	<u>Never Used</u>		
			In Use 6/30/45	With- drawn	Disap- proved		With- drawn	Disap- proved	Ready <sup>x</sup>
Total		168	86	22	2	9	16	3	30
Babies	C	24	18	6	0	0	0	0	0
	P	45	20	8	0	3	6	1	7
	CP	9	7	1	0	1	0	0	0
Children over 3	C	42	22	3	1	2	3	1	10
	P	32	13	1	1	1	6	1	9
Temporary Care	C	8	4	1	0	0	1	0	2
	P	6	1	2	0	2	0	0	1
	CP	2	1	0	0	0	0	0	1

From the standpoint of types of care the homes approved this year seem more valuable than last year's, for they include 78 baby homes instead of 68. The number of temporary homes added, however, is not quite so high--16 as against 20. As to permanent homes for children over three years old, so many applicants for one child each were given family groups, and vice versa, that the homes have all been tabulated together. All that is known, therefore, is that this year 74 homes were approved for this age group instead of 117. Among the 74 were four (4) for the feeble-minded.

Divided according to religion, the 168 homes approved this year included 74 Catholic, 83 Protestant and 11 of mixed religion.\* As there were on 67 Catholic homes in last year's total, this is a slight gain.

As in all previous reports, the number of active homes is shown to be surprisingly small. Only 86, or a little more than half, were in use on June 30th, though, compared with the 99 of last year's homes in use twelve months ago, this is a little better proportion. By actual count the number of children now being cared for in the 86 homes is 154: 54 babies in 45 homes, 55 children over three years old in 35 permanent homes and 45 in six (6) temporary homes. This is a gain in the number of children served, for last

x Due to mechanical handicaps in refining this table, ~~Some~~ homes may appear in the last column which really belong under "Used but Withdrawn."

\* The last are used only for temporary care.





year's 99 active homes were caring for only 141 at the time of the report and securing homes for group placement being one of its aims (since homes for the single child are both easiest to get and least needed), the Unit has perhaps done better this year than at first appeared. It has approved fewer homes but they are boarding more children.

Another 43 homes are permanently closed - far too large a number. Nineteen (19) of these were never used, 16 being withdrawn and three (3) disapproved. Twenty-two (22) homes withdrew after taking children and two (2) others were used and disapproved.

The reasons for the loss of the above homes come under the following heads: family circumstances, too much care, illness, loss of interest, private boarders, question of adoption, pregnancy, preference for another agency, outside work and of a type not needed.

For the purpose of comparison the final table gives the present status of the 464 homes approved by the Unit since February 1, 1943. Here the categories "Withdrawn" and "Ready" include both used and unused homes.

Total Boarding Homes Approved by Unit - February 1, 1943 to June 30, 1945

	<u>Use and Year Approved</u>			
		In Use		
	<u>Total</u>	<u>6/30/45</u>	<u>Withdrawn</u>	<u>Ready</u>
Total	464	201	211	50
2/1/43 - 6/30/43	91	32	59	0
7/1/43 - 6/30/44	205	83	109	13
7/1/44 - 6/30/45	168	86	43	39

To summarize: This year the Unit approved 168 homes, or 37 less than last year, in spite of the fact that there were nearly 500 leads to choose from. Of these leads the Unit recruited 79%. The approved homes included 78 for babies, 74 permanent homes for older children and 16 temporary homes. The 86 new homes that are in use today are caring for 154 children in all, 13 more than were boarding in 99 active homes a year ago.

The Unit has worked more closely with the visitors this year. This has been especially true in the case of the nurse-visitors to babies with whom investigation and recruiting have been to some extent shared. In the case of the visitors to older children, cooperation has taken a different form. Visitors having very difficult children to place have talked over the problems with the homefinders who have then gone to see the children and made special searches for homes that would meet their needs. This practise has been followed in only a handful of cases but has been successful enough to suggest that if, as women leave industry, there should be less need for mass recruiting, individualized homefinding might be further developed.





### Unit Supervising Children under Three Years of Age

The unit caring for infants - which receives all children under three years of age and cares for them until the age of three - continued to work under conditions of extreme pressure due to the difficulties in having on hand a sufficient number of infant homes to care for the stream of babies constantly being received along with those needing replacement. The unit received an average of 27 new infants each month, a total of 324 during the year. The total case load of the unit remained relatively constant with the year starting with 403 children in care and ending with 415; and with the average case load of the individual nurse about 100. Of the children leaving the unit's care, 91 were discharged to court, 217 were transferred to the supervision of workers caring for older children and four(4) died. There was a high rate of turnover among the foster homes used during the year. One hundred and thirty-eight (138) homes were newly opened or re-opened, 64 of which were turned over to the nurses by the homefinding unit, 49 investigated and approved by the nurses themselves and 25 homes re-opened by nurses. During the year 95 homes were lost.

Continued effort has been made to modify the old practice of transferring a child from his infant home when he reached three years of age. In cases where there was no logical reason for the child's leaving his infant home, (as to join older siblings or to go to a home of his own religious faith) and where the foster parents definitely requested that the child remain in the home, the child was not removed. Twenty-three (23) infant homes were turned over outright in this way to the workers supervising older children; and many other homes caring for small infants were partially lost to the unit as children reaching three years remained on in the home but with their supervision transferred.

### Unit Supervising Mentally Deficient Children

During the past year 464 children were cared for this unit, which is staffed by four social workers. All children under the unit's supervision are mentally handicapped and for the most part are of the idiot, imbecile and moron type. The year closed with 347 children in care, located as follows:

Boarded in Foster Homes:-One hundred and eighty-eight (188) children boarded in 51 foster homes, the children ranging in age from three to twenty years. Many of these need institutional care, while others make satisfactory adjustment in the community with the intelligent supervision of foster parents. Many of the children under 16 yrs. of age attend special classes in the public school system, while others are able to accomplish the work of regular grades up to the fifth. The children for whom institutional care is indicated are eventually committed to state schools for the feeble-minded. When children become sixteen years of age and it is evident that further attendance at school is useless, a work plan is made for them. It has been very difficult to secure satisfactory boarding homes for the placement of mentally deficient children. People hesitate to assume the responsibility of dealing with retarded children because of the problems involved. It is necessary for the social worker to select applications from people who are interested in boarding normal children and to convince them of the satisfaction derived from helping in the development of a handicapped child.





**Earning Wages:-** Twenty-two (22) girls and six (6) boys employed. After a period of training, employment is secured for the girls as mother's helpers, at general housework, and occasionally at factory work. The boys are employed on farms, as kitchen assistants in institutions, in factories and police barracks. Owing to the difficulty in making satisfactory adjustment to environment and failure to compete favorably with fellow workers, constant supervision and frequent changes of employment are necessary before they become established and self-supporting. These 28 mentally handicapped adolescents have on deposit in savings accounts a total of \$6,026.50, not including war savings stamps and bonds.

**Placed in Institutions:-** A total of 109 children, whose mental and physical handicap make placement in foster homes impossible, in the following institutions awaiting admission to State Schools for feeble-minded:

Tewksbury State Hospital and Infirmary, Tewksbury  
The Hospital Cottages for Children, Baldwinville  
State hospitals for treatment of mental condition  
Massachusetts Hospital School, Canton  
House of the Good Shepherd, Boston

A small percentage of this number are committed to the State schools each year and it is possible also to place a few of these children in the community after a long period of residence in the institutions.

**Placed Elsewhere:-** The remaining 23 children were with relatives pending discharge, or in the United States services, or their whereabouts were unknown.

A total of 117 children were discharged during the year in the following ways:

Committed to State schools for the feeble-minded . . . . .	82
Walter E. Fernald State School . . . . .	22
Wrentham State School . . . . .	31
Belchertown State School . . . . .	29
Discharged to relatives . . . . .	5
Parents . . . . .	4
Other relatives . . . . .	1
Discharged to correctional schools . . . . .	6
Industrial School for Girls, Lancaster . . . . .	1
Lyman School for Boys . . . . .	5
Referred to the Department of Mental Health at 21 for continued supervision . . . . .	1
Discharged to courts . . . . .	7
Became of age . . . . .	9
Married . . . . .	2
Died . . . . .	5





### Children Placed for Adoption

During the year the two visitors responsible for the work involved in making adoption placements for children in the care of the Division completed 69 adoptions, compared to 72 in the previous year. Of these, 39 were girls and 29 were boys. Forty-nine (49) had been received as dependent children and 19 as neglected. Forty-eight (48) were illegitimate, 19 were legitimate and one (1) was a foundling. Of the group, only 20 were originally placed with adoption in view while 48 were originally placed for board, the adoption plan being developed later. Very few children under three years of age were found in the group and more than half were over seven years old as shown in the following table:

Ages of Children	Under 1 yr	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	Total
Number Adopted	0	2	6	3	7	5	10	3	2	1	2	0	1	2	5	1	4	7	4	1	2	68

Many more people applied for the adoption of a child than could possibly be considered, so that there was in most cases a wide range of choice among the prospective homes for the individual child needing a home. While few applicants could be given much encouragement about the possibility of receiving a child for adoption from the Division, considerable interpretation on the general subject of adoption was made, along with many referrals to other agencies which might be able to offer a child.

### All Children in Care

It is possible this year to give a more comprehensive statistical report on the children in care at the end of the year than ever before, due to the fact that the statistical data on each child in care has been coded and tabulated on International Business Machines.

Of the 6,584 children in care on June 30, 1945, 3,376 were boys and 3,208 were girls. Ninety-four (94) per cent or 6,205 were white, 6% or 375 were colored, while four (4) were of other races. Almost exactly two-thirds of the children were legitimate while the remaining third were illegitimate. As to religion, Catholics predominated with 62% of the total falling within that group, while 38% were Protestant and 27 children- or less than one-half of one percent were Jewish. In age, the children ranged from under a year to 21, the peak year being 13 - with 461 children in this age group. Only 59 children were under a year. The status of children with the Division showed only a slight change from last year, with 61% classified as neglected compared to 60% in the previous year and 58% in the year before that. Thirty-seven (37) per cent were dependents compared to 38% in the previous year, and 3% or 129 were delinquent or wayward, the same proportion as the year before.

There was little change in the proportion of children for whom the Division assumed responsibility for basic maintenance, with 73.6% or 4,850 children at board this year compared to 73% last year. Three percent of the children received board only or clothing only, while the remaining





22.4% did not require the payment of board or clothing by the Division. Eighty-three (83) per cent of the children were in foster families, 7% with parents or other relatives anticipating discharge from care, 4% were in medical institutions, 2% were in non-medical institutions and 4% were elsewhere, as in the United States services, married, employed in institutions or whereabouts unknown (55 children).

The material shows that many children stay with the Division for long term care. The most frequently occurring length of stay was from three to four years - 604 children having been in care for this period. Nearly one-half the children had been in care for more than six years; 58% of the dependent children had been in care for more than six years; 22% of all children had been in care ten years or more.

Of 6,584 children in care, 65% were attending school, 18% were of pre-school age and the remaining 17% not in school, some because of incapacity and others having left school. One hundred and ninety-seven (197) were in special classes, 560 children over 16 - or 40% of this age range - were attending school, 22 of these receiving higher education.

At the end of the year, 849 children were employed full time or part time. There was a marked trend away from domestic and farm employment, which in past years were the types of work most frequently engaged in by the children in care. This year only 64 were doing housework and 56 working on farms whereas 325 were in factories and mills, 61 in hospitals and institutions, 53 in stores, 50 in offices, 34 in restaurants, 25 in State Police barracks and the remaining 181 were in the United States services or their work was unknown.

Further detail on age, sex, religion, color, classification, location, school placement, employment, length of stay and correlation of these items is given in the tables on pages 20,21,22,23 and 24.



ALL MALES AND FEMALES CLASSIFIED BY PRESENT STATUS AND LENGTH OF TIME IN CARE

Present Status	Total	Length of Stay With Department																						
		Less than 6 mos.	6 mos. 1 yr.	1 yr. 2 yrs.	2 yrs. 3 yrs.	3 yrs. 4 yrs.	4 yrs. 5 yrs.	5 yrs. 6 yrs.	6 yrs. 7 yrs.	7 yrs. 8 yrs.	8 yrs. 9 yrs.	9 yrs. 10 yrs.	10 yrs. 11 yrs.	11 yrs. 12 yrs.	12 yrs. 13 yrs.	13 yrs. 14 yrs.	14 yrs. 15 yrs.	15 yrs. 16 yrs.	16 yrs. 17 yrs.	17 yrs. 18 yrs.	18 yrs. 19 yrs.	19 yrs. 20 yrs.	20 yrs. 21 yrs. and Over	
Total	6 584	429	284	530	580	604	525	507	482	477	345	352	293	216	220	203	187	141	92	58	34	18	7	0
Dependent Sec. 22	528	24	7	17	26	30	35	40	32	36	23	24	38	27	37	30	28	26	17	8	11	8	4	
Dependent Sec. 38	1 900	88	70	125	135	160	128	135	143	148	116	109	105	70	72	74	80	47	39	33	15	6	2	
Temporarily Neglected	290	128	48	53	27	14	11	3	1	2	1				1	1								
Permanently Neglected	3 735	167	144	316	376	386	344	321	301	286	201	214	149	118	108	97	79	67	34	17	8	4	1	
Temporarily Wayward	0																							
Permanently Wayward	2	1				1																		
Temporarily Delinquent	41	17	9	9	1	3			1		1													
Permanently Delinquent	88	4	6	10	15	10	10	8	4	5	4	4	1	1	2	1		1	2					





AGES OF ALL CHILDREN BY RELIGION AND SEX

Age of Child	Total		Catholic		Protestant		Jewish		Other	
	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
Total	6 584	3 376	3 208	4 064	2 079	1 985	2 490	1 282	1 208	27
										14
										13
										3
										1
										2
Under 1	59	40	19	32	19	13	27	21	6	
1	132	67	65	86	45	41	44	21	23	
2	193	103	90	134	67	67	56	33	23	1
3	208	112	96	137	76	61	71	36	35	3
4	260	137	123	162	83	79	98	54	44	
5	271	159	112	170	99	71	101	60	41	2
6	345	181	164	223	115	108	120	65	55	1
7	344	185	159	201	106	95	140	78	62	3
8	368	213	155	234	135	99	133	78	55	1
9	412	234	178	253	156	97	159	86	81	3
10	407	210	197	245	124	121	159	78	73	3
11	388	207	181	245	124	118	140	78	62	2
12	421	229	192	255	131	124	165	97	68	1
13	461	234	227	282	150	132	178	83	95	1
14	458	243	215	270	137	133	186	106	80	1
15	438	238	200	274	148	126	163	90	73	1
16	440	218	222	274	138	136	163	78	85	2
17	396	205	191	256	130	126	140	75	65	1
18	270	94	176	146	55	91	120	37	83	1
19	172	32	140	104	20	84	67	11	56	
20	139	33	106	81	18	63	58	15	43	
21 & over	2	2					2	2		



LEGITIMACY AND RACE BY RELIGION AND SEX

Legitimacy and Race	Total		Catholic		Protestant		Jewish		Other	
	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
Total	6 564	3 376	3 208	4 064	2 079	1 985	2 490	1 282	1 208	27 14 13 3 1 2
White	6 205	3 199	3 006	3 892	1 999	1 893	2 283	1 185	1 098	27 14 13 3 1 2
Colored	375	176	199	169	79	90	206	97	109	0 0 0 0 0 0
Other	4	1	3	3	1	2	1	0	1	0 0 0 0 0 0
Legitimate	4 370	2 172	2 198	2 679	1 316	1 363	1 674	848	826	15 8 7 2 0 2
White	4 168	2 089	2 079	2 580	1 272	1 308	1 571	809	762	15 8 7 2 0 2
Colored	201	83	118	98	44	54	103	39	64	0 0 0 0 0 0
Other	1	0	1	1	0	1	0	0	0	0 0 0 0 0 0
Illegitimate	2 196	1 190	1 006	1 374	755	619	809	428	381	12 6 6 1 1 0
White	2 021	1 097	924	1 302	719	583	706	371	335	12 6 6 1 1 0
Colored	172	92	80	70	35	35	102	57	45	0 0 0 0 0 0
Other	3	1	2	2	1	1	1	0	1	0 0 0 0 0 0
Unknown Legitimacy	18	14	4	11	8	3	7	6	1	0 0 0 0 0 0
White	16	13	3	10	8	2	6	5	1	0 0 0 0 0 0
Colored	2	1	1	1	0	1	1	1	0	0 0 0 0 0 0
Other	0	0	0	0	0	0	0	0	0	0 0 0 0 0 0





AGE GROUPS CLASSIFIED BY GRADE IN SCHOOL

Age	Total		Grade in School												Way										Other				
	Kindergarten	Not in School	1	2	3	4	5	6	7	8	9	10	11	12	Spec. Cont.	Eve.	Voc.	Trade	Agr.	side	Nur.	Lib.	Tr.	Arts	Teach.	Bus.	col	Other	Unknown
Total	6 584	54 2 299	438	408	443	391	416	437	405	338	254	191	114	77	197	4	7	24	15	3	23	13	3	1	2	3	18	6	
Under 5	852	4 848																											
5	271	34 231																											
6	345	16 147	165	13																									
7	344	29 173	128	10																									
8	368	30 68	142	110	14																								
9	412	19 19	87	167	87	10																							
10	407	17 4	30	101	154	72	4																						
11	388	11 11	5	41	94	135	79	1	1																				
12	421	13 13	2	12	28	105	146	69	1	1																			
13	461	13 13																											
14	458	23 23																											
15	438	59 59																											
16	440	143 143																											
17	396	244 244																											
18	270	196 196																											
19	172	144 144																											
20	139	130 130																											
21 & over	2	2																											



AGE GROUPS CLASSIFIED BY PLACE OF EMPLOYMENT

Age of Child	Total	Employment										
		House Work	Farms	Factories & Mills	Office	Restaurant	Stores	State Police Barracks	Hospitals & Institutions	U.S. Service	Other Work	Unknown
Total	6 584	64	56	325	50	34	53	25	61	68	52	61
												5 735
Under 10	2 592											
10	407											
11	388											
12	421											
13	461											
14	458	1	2					2	2			1
15	438	1	8	2		3	3	11	4		4	4
16	440	11	17	49	2	5	9	5	8		10	9
17	396	16	15	94	7	14	19	7	13	23	15	12
18	270	11	6	72	12	6	9		8	28	11	16
19	172	14	4	62	17	4	6		16	7	4	6
20	139	10	3	46	12	2	7		10	10	8	13
21	2		1									
												1





Collections for the support of children amounted to \$389,806.21 this year compared to \$353,494.00 last year. From cities and towns of settlement \$215,059.85 was received and \$174,746.36 was collected from relatives, about \$40,000.00 more than was collected from relatives a year ago and over \$115,000.00 more than was collected two years ago.

During the year two steps were taken in preparation for the later development of district offices. Anticipating the eventual establishment of a district office in Springfield to cover the four Western counties, one in Worcester to cover roughly Worcester county, one in New Bedford to cover the southeastern part of the State and one in Lawrence to cover the northeastern corner, a beginning was made this year in having children who were received from these four areas placed for permanent foster family care back in these same areas as far as possible. Such placement of children in the district office area that the child's family resides in is essential to later unified planning on the individual case, and will eliminate the confusion inevitable in coordinating the plans on the old cases, in which children from a given family are placed in different districts while their parents may live in still another district. A second step in preparation for decentralization included the typing in duplicate of that part of the case record on the family aspects of the case as distinct from the child's own personal history. In this way many case records will be, partially at least, in such form that there will be available to two offices handling a case simultaneously a record of the family situation, without additional work needing to be done in copying or summarizing the record.

Two changes in policy which rather closely affect the children in care were made. The policy that provided that unrelated children of different sexes could not be placed in a foster home was modified to provide that unrelated children of different sexes could be placed in a foster home on the basis of thorough knowledge of the individual children involved and of the foster home, except that adolescent children could not be brought together for the first time in a foster home. It was also provided that for absences of a child from a boarding home for periods of a week or less, board would not be discontinued. This change was made in recognition of the work for foster mothers in preparing a child to leave and the not infrequent added problems she experiences when the child returns from the hospital or sometimes from a visit to his own home.

#### Children Discharged from Care

During the year 1,503 children were discharged, representing 18½% of the children in care for the entire period, consistent with the proportion discharged during the previous two years. The table on page 26 indicates the circumstances under which the children were discharged and the category in which they had been received into care.



STATUS BY CIRCUMSTANCE UNDER WHICH DISCHARGED

Discharged to:	Total		Dependent				Neglected				Wayward				Delinquent			
	Total		Sec. 22		Sec. 38		Temp.		Perm.		Temp.		Perm.		Temp.		Perm.	
	Total Male Female		Tot M F		Tot M F		Tot M F		Tot M F		Tot M F		Tot M F		Tot M F		Tot M F	
	Total	1 503 854	649	110 56 54	328 193 135	397 210 187	519 281 238	2 2	101 76 25	46 36 10								
Parents	245	145	100	3 3 3	107 63 44	1 1	126 74 52										8 8	
Other relatives	77	36	41	7 4 3	19 12 7		50 19 31										1 1	
Adopted	69	30	39	12 4 8	38 18 20		19 8 11											
Self-supporting (under age)	39	7	32	8 1 7	13 3 10		18 3 15										2 1 1	
Of age	118	29	89	18 1 17	40 18 22		58 9 49										2 1 2	
Married	42	1	41	3 3 3	8 8 8		29 1 28										5 5	
Armed Forces	189	178	11	41 38 3	47 44 3	1 1	95 90 5											
Private Agencies	1	1			1 1													
Place of settlement	15	9	6	2 1 1	10 8 2		2 2											
Court	498	289	209			376 200 176	21 13 8	2 2										
Bailed	14	11	3			9 6 3												
State School for Mentally Deficient	84	41	43	7 1 6	17 9 8		50 27 23											
Correctional Schools (Committed)	42	32	10	3 2 1	14 10 4		20 15 5											
Correctional Schools (Transferred)	12	8	4				1 1 1											
Reformatory	7	2	5				5 5 4											
Died	16	11	5				7 7 4											
Others	10	7	3	2 1 1	4 4 2	3	1 1 1											
Whereabouts unknown	25	17	8	4 3 1	2 2 2		17 12 5											





DEPENDENT MINOR CHILDREN WITH SETTLEMENT PROVIDED FOR OUTSIDE INFIRMARIES

Children placed out by cities and towns as of Jan. 1, 1945 subject to visitation by the Department of Public Welfare, in accordance with General Laws, Chapter 121, Section 16, were reported by the municipalities as follows:

Adams	1	Lawrence	3		
Agawam	1	Leicester	2		
Amherst	1	Leominster	4		
Andover	1	Lowell	12		
Arlington	3	Lunenburg	1		
Avon	1	Lynn	19		
Barnstable	7	Malden	10		
Bellingham	4	Marion	2		
Beverly	3	Methuen	3		
Billerica	1	Middleboro	3		
Boston	986	Middleton	1		
Braintree	1	Milford	6		
Brockton	17	Milton	1		
Brookline	7	Monson	3		
Cambridge	9	Nantucket	2		
*Carver	3	New Bedford	20		
Chelmsford	1	Newton	7	Wareham	3
Chelsea	3	North Adams	1	Webster	4
Chicopee	2	North Andover	2	Wellesley	2
Clinton	1	Norton	1	Westfield	11
Dalton	1	Norwood	2	Westminster	3
Danvers	2	Palmer	3	Westport	2
Dracut	4	Pittsfield	2	Weymouth	1
East Longmeadow	1	Quincy	2	Whitman	1
Everett	6	Raynham	1	Wilbraham	3
Falmouth	9	Reading	2	Williamstown	1
Fairhaven	2	North Reading	1	Winchendon	4
Fitchburg	2	Revere	1	Winchester	1
Framingham	5	Rockland	1	Worcester	110
Franklin	1	Salem	12		
Gardner	7	Sandisfield	1		
Gloucester	2	Somerville	4	Total	1,409
Grafton	1	Southbridge	2		
Greenfield	3	South Hadley	1		
Harwich	1	Springfield	5		
Hatfield	1	Stoneham	2		
Hubbardston	1	Stoughton	2		
Holyoke	3	Taunton	5		
Hopkinton	1	Townsend	1		
*Charlton	1	Waltham	3		



### LICENSING OF INFANT BOARDING HOMES

The need for more foster homes remained acute during the past year. As a result, pressure was brought to lower the minimum standards established for licensing. After discussion between private childrens' agencies and the Department it was decided that, rather than ask this, those having children to place should make still greater effort to find suitable homes. More foster mothers apparently were found willing to board children, since the number of foster homes in use during the year 1944-45 increased to 3982 from 3307 in the previous year.

The demand for homes apparently reached its peak during this past year. The gradual curtailment of war production and the consequent closing of defense plants released many women from their share in the war effort and returned them to their homes. Our records show that "going to work" as the reason for not renewing an Infant Boarding Home License has dropped from first place to third. Foster mothers throughout the State have told our field workers that they have received little or no response from their newspaper advertisements to board children; while, on the other hand, parents have reported numerous replies to their newspaper advertisements for homes for children. During this emergency foster mothers have been able to make their own terms as the parents flush with defense money, were willing to pay high rates of board. The board for most privately placed children was \$10 a week, and the highest was \$7 a day.

As mentioned already, the chief cause for the discontinuing of boarding homes in the previous year was the desire on the part of foster mothers to get outside employment. (Fortunately other women believed that their patriotic duty was to open their homes for these children.) In many instances, however, this work proved to be more difficult than they had anticipated. As a result, the chief reason for not renewing licenses this year was "poor health." These foster mothers found the work of caring for a larger family too arduous and decided that they needed a rest, particularly in homes where the foster mother boarded several children. Others concluded that they should devote more time to their own children.

In this past year 449 licenses were granted, a decline of 48 from the previous year. Action was taken on 647 applications. The law requires that, before the Department grants a license, the application shall be approved by the board of health of the town where such boarding home is maintained; therefore, only those requests that the local boards of health have passed upon and have returned to the Department either approved or disapproved are considered as applications. Nevertheless, there have been many more requests that have required considerable attention, although these cases received no action from the local boards of health. In one such instance the local authorities, although very willing to cooperate with the State Department in the investigation and verbally agreeing that the home in question was not desirable for the boarding of children, never returned the disapproved application as requested. In still another case, a foster mother insisted that she was giving the children day care only, and, therefore, did not need to apply for a license.





Investigation and constant watching over a period of a year revealed that this woman, a divorcee with her two illegitimate children, was living in a four-room apartment with a 'star boarder' and six boarded children. She was eventually brought to court and was found guilty of maintaining an unlicensed infant boarding home.

One hundred and eleven (111) of the 647 applications were withdrawn, usually at the request of the Department since these homes did not comply with the minimum standards required. Thirty-nine (39) applications were refused, 24 by the boards of health on sanitation, health or safety grounds and 15 by the Department on moral, emotional or social grounds.

During the past three years the Department has tried to acquaint people throughout the state with the laws concerning infant boarding homes. This has been done by contact with local authorities and interested persons. Further results have been accomplished this year by sending copies of the law and pertinent instructions to all persons who advertised in the newspapers for children to board. Nineteen hundred and twenty (1920) advertisements were checked. Two hundred and thirty-nine (239) were by people who were unknown to us, 776 were known, 152 were blind advertisements, and the others were by parents and agencies seeking homes. Through these advertisements we were able to see that licensed homes did not exceed their quotas, that people wishing to board more than one child applied for a license, that people who were notified of the law did not violate it, and that those who had been disapproved were warned of the penalties for the violation of the law.

Our statistics show that this work is still undermanned. In January of 1942, there were on file 1000 homes and 2449 children. At the present time we have 4989 homes and 5297 children. Our field workers have managed to visit only 2859 of these homes. The time required to investigate complaints of abuse of children and applications for licenses gives them little opportunity to supervise the homes that report only one child\*\*, although frequently we have found such a home actually boarding more than one child - and even one child in a boarding home should have the protection afforded by its being required to meet minimum standards. Until the staff is increased, however, it will remain impossible to provide adequate protection for the singly boarded children.

The statistics for the year follow:

\*\* Law requires license only if there are two or more boarded children.



Children boarded in foster homes 1944-45 . . . . .	5297
Placed by agencies *	1447
Placed privately **	3850

Adopted	331
Died	14
Became 14 (privately placed)	37
Became 2 (agency placed)	243

Boarding homes listed . . . . .	4989
Homes used during 1944-45 . . . . .	3982
Agency homes	1266
Private homes	2716

Applications acted on . . . . .	647
Licenses granted	449
Agency licenses	114
Private licenses	335
Withdrawn	111
Refused	39
Pending	48

Licenses revoked . . . . .	2
Child removed under Chapter 119, Section 28 . . . . .	1
Court complaint made . . . . .	1

Applications Acted Upon  
July 1, 1944 - June 30, 1945

<u>Granted</u>		
Private	335	
Division of Child Guardianship	51	
Other Agencies	<u>63</u>	449
Withdrawn	111	
Refused by boards of health	24	
Refused by Department	<u>15</u>	150
<u>Pending</u>		
Private	36	
Division of Child Guardianship	3	
Other Agencies	<u>9</u>	<u>48</u>
Total		647
Licenses cancelled	36	
Licenses revoked	2	

\* Children under two only are required to be covered if agency placed.  
 \*\* Children up to fourteen.





Licenses Not Renewed 1944-1945  
Private

During the fiscal year 1943-1944, 343 licenses were granted. One hundred and thirty-five (135) foster mothers did not renew their licenses during the fiscal year 1944-45 for the following reason:

- 31 Poor Health
- 23 Boarding only one child
- 18 Working
- 13 Boarding Agency children
- 8 Adopted child
- 7 Boarding adults
- 6 Moved to smaller quarters
- 4 Moved out of state
- 4 Over age limit
- 4 Boarding children of relatives
- 3 Not allowed
- 2 Difficulty in collecting board
- 1 Husband was earning big salary
- 1 Family difficulties
- 1 Difficulty in getting food and fuel
- 1 Sharing home with relatives
- 1 To devote more time to her own children
- 1 Giving children a free home
- 1 Had boarded children only to accomodate a friend
- 1 Not enough profit because number of children restricted
- 1 Pending

135

Agencies

During the fiscal year 1943-44, 154 agency licenses were granted to foster mothers. Of these, 72 did not renew during the fiscal year 1944-45 for the following reasons:

- 18 Boarding older children
- 14 Poor health
- 6 Working
- 5 Boarding only one child
- 5 Institutions no longer licensed \*
- 5 Closed and no longer used by agency
- 4 Adopted child
- 3 Foster mother pregnant
- 3 Sharing the home with relatives
- 2 Boarding children of relatives
- 1 Over age limit
- 1 Conducting a convalescent home
- 1 Upset because of removal of child
- 1 Birth of own child
- 1 Giving day care only
- 1 Moved to smaller quarters
- 1 Cannot devote time to babies

72

\* These few institutions had been licensed, but as law (according to Atty General) does not cover institutions, the practice was



INVESTIGATION OF INDEPENDENT ADOPTION PETITIONS

Along with great difficulties ever since the war began in finding foster homes and in keeping jobs filled, the Division has been most sorely pressed in the matter of keeping up with the work of investigating adoption petitions for the courts. All these three difficulties mentioned in earlier reports - have continued to date; but in the case of adoption petitions the seriousness of the situation has increased markedly in the past year. The increasing number of petitions referred combined with long absences for illness among the staff and the death of the supervisor who headed up this work from the time it began through legislation of 1931, has meant that we end the year farther behind in this work than ever before. The statutory requirement that investigations be completed and returned to court within thirty days has long since been impossible of fulfillment; and as of June 30, 1945 we have more pending cases (854) than the entire number representing a year's work in the early days. The only pleasant thing to be reported is that shortly before his health forced Mr. Winston to leave the office for good, he presented at the Massachusetts Conference of Social Work a paper summing up the inadequacies in the present adoption situation in the Commonwealth as revealed by the work of this unit over the years. He pointed out the inadequate regulation and control of adoption placements for the protection of children, natural parents, and adopting parents in such a way that the Massachusetts Conference of Social Work was moved to initiate action in the matter by appointing a committee of the Conference to study it with a view to stimulating necessary changes in legislation and practice which meant a radical departure for the Conference in undertaking such activity.

The statistics for the year just ended follow.

Cases pending June 30, 1944	565	
New petitions referred by courts	<u>1543</u>	
Total		2108

Cases closed July 1, 1944 to June 30, 1945-1254

Investigated and reported to courts	1185
Not investigated (withdrawn or otherwise eliminated)	<u>69</u>

Cases pending June 30, 1945	<u>854</u>	
Total		2108





Reports to Courts on completed investigations  
covered adoption petitions for

Legitimate children		448
By relatives	354	
By persons other than relatives	94	
Illegitimate children		737
By maternal relatives *	372	
By alleged relatives	16	
By persons other than relatives	349	
Foundlings		<u>0</u> 1185

Of these petitions investigated 11 were to be withdrawn and 65 were definitely disapproved in reports to court; 45 were approved with reservation. In two cases the only adopting party was the child's natural mother.

CHILD WELFARE SERVICES

"Since it is today's children on whom tomorrow's trembling world must depend, their minds must be kept sound and fearless and their bodies fit." \*\* Child Welfare Services continues to be concerned mainly with the children who need to be kept sound, whose behavior warns us that there is serious trouble ahead but that there is still time to enable them to grow up normally within the homes and communities to which they belong and to which they cling. They should be spared, if possible, through services where they are, the shock of removal to an institution or a foster home, however kindly may be the interest and intentions of those who, even temporarily, take the place of their parents. Time is a priceless factor in this work of prevention, since the growth and development of a child can never wait a single hour; yet in the past year Child Welfare Services has found it necessary to withdraw in certain areas of work rather than to move forward.

The work of the local committees on day care for children of employed mothers had dwindled to a small fraction of the original, with the result that the Consultants in Child Welfare have been called upon occasionally during the past year to assist communities in the matter of developing facilities for day care or in the matter of saving those facilities which had already been developed. Because of an ever-increasing interest in the behavior difficulties of adolescents, much thought and time have been devoted by these Consultants to recreational opportunities.

\* Of these, 288 were petitions of mother and her husband

\*\* Annual Report of the Avon Home for 1944





The Executive Secretary of the Massachusetts Committee on Recreation appointed by the Governor, has used their services in making a survey of such opportunities within the state, --reports on approximately 140 towns and cities having been prepared by them in this connection. The Consultants continue to be used by local officials and private citizens, in an informal manner, in the hope of finding adequate resources for specific children presenting behavior or personality problems; and they are also called upon to give advice in community situations involving the needs of children.

The annual visitation of children boarded by local boards of public welfare, which is required by law, has been made by the Consultants in the cases of such children placed within their districts. This supervision, inadequate though it is, not only helps to assure these children of suitable placements, but gives the Consultants an opportunity to confer with agents of the local boards of public welfare, to know more intimately and to help shape their thinking regarding the needs of all the children of the community.

Uppermost, however, is the desire of the State Child Welfare Services staff to bring small groups of towns together in their determination to secure case-work services for their children. Expansion in this area has, unfortunately, been out of the question, because the funds available are too small to permit further development. In fact, the child welfare unit comprising Bourne and Falmouth, though there was a steadily increasing demand for service, was closed in April (when the worker left for another job) because of lack of funds. This seemed particularly unfortunate in view of the fact that wounded soldiers were being brought to Camp Edwards and that such a situation is bound to result in the congregating of Army wives and children. Their problems multiply in the course of so transitory an existence, besides adding to the difficulties of communities already overburdened.

The three other child welfare units, namely those of Southbridge-Sturbridge-and Charlton, of Webster-Oxford-Dudley-Sutton-and Douglas, and of West Bridgewater-and surrounding towns, which were started in previous years, have thrived and the work has become more and more an integral part of the community life. When the Board of Public Welfare of one town recently suggested closing the program, one social and civic organization after another, as well as individual citizens, rose up to protest such a move. Among those who expressed themselves most convincingly on this matter was the superintendent of schools of a large town, who felt that the service was invaluable to him and to his staff of teachers.

War activities have brought to practically all these towns some increase in population, and to a few so great an increase that the usual problems of over-crowding, with the consequent tensions, have ensued. Children have become more restless and more difficult to manage. Adults, in turn, have developed greater concern regarding both the immediate and more remote consequences of this increased strain, and as a result have turned more readily and with even greater anxiety to the local Child Welfare Workers.





One wonders, as stories of children are recounted in these few areas where fairly adequate casework service is offered, what is happening to the many thousands of children in scores of towns where no such assistance is available - children whose problems will not wait upon our convenience. A lack of funds and a lack of available personnel handicap us on all sides. Until these lacks cease to exist, children are bound, in unnecessarily large numbers, to develop into unhappy, maladjusted youth - and to present perennial problems to the communities who failed them when the hour was not too late.

# SOCIAL SERVICE TO CRIPPLED CHILDREN

Physically handicapped children on register July 1, 1944		15,159
Children reported July 1, 1944 - June 30, 1945		
New cases	2753	
Old cases (follow-up investigations)	<u>5572</u>	<u>8,325</u>
		23,484
Removed from register	1827	
Duplicate intake	<u>5572</u>	<u>7,399</u>
Physically handicapped children on register June 30, 1945		16,085

Towns reporting in compliance with General Laws, Chapter 71, Section 46A, provided the information on most of the children reported during the year. However, many others were referred for consultation service by public or private agencies or by individuals interested in handicapped children.

Rheumatic fever, deafness, infantile paralysis, defective vision, congenital deformities, cerebral palsy, and epilepsy were the major causes of handicaps among the children reported. However, from the standpoint of the problems of care and training involved, equally important though less frequent disabilities included osteomyelitis, scoliosis, bone and joint tuberculosis, arthrities, and conditions such as progressive muscular dystrophy, amyotonia congenita, and paralysis resulting from spinal cord injuries.

Many of the children reported presented no special medical or social problem as they were under the active supervision of an appropriate agency. Others needed such services as: assistance in obtaining treatment or appropriate institutional care; assistance in adjustment back into school; help in obtaining suitable special training; or referral to private or public agencies for family welfare services.

The interchange of services with the Departments of Public Health and Education was continued as in other years and we continued to receive splendid cooperation from the many public and private organizations in the Commonwealth interested in handicapped children. This cooperation was especially appreciated this year since the normally very limited personnel of the subdivision was further depleted through loss of staff to Military Service.



There was an unusual number of handicapped children (1493) removed from our register this year because they had passed their twenty-first birthday. This brought the total number removed to 1827 \*, leaving 6498 children's cases that were worked on during the past year (8325 reported, minus 1827 closed out).

Of these 6498 children, there were under active medical care 545 follows:

privately	2104	
in clinics	2752	
in hospitals, convalescent homes or other institutions	603	
and not under active medical care		51

1 being seen infrequently by doctors or in clinics and 33 having completed treatment.

Information as to the nature of treatment was not given on		52
Total		649

Analyzing the same group with reference to their schooling found

physically unable to attend regular schools	247
---	-----

these there were:

in special schools or classes	468
approved for home instruction	1606
and not recommended for home instruction	401

cause they were too ill, mentally unable to profit by further instruction, beyond school age and not interested in further education, or referred for institutional care or some more appropriate plan of education and medical care.

The remaining group, totaling		402
included those who had finished high school or left school at 16	253	
" of preschool age	211	
" able to attend regular public school classes (243 of them receiving supplementary instruction in lip-reading or speech training).	3559	6498

\* Handicapped children are continued on the register until their disability is corrected, they pass their twenty-first birthday, die, or move out of the state.





STATE BOARD OF HOUSING

PHILIP NICHOLS, CHAIRMAN

(See Annual Report of the State Board of Housing)

DIVISION OF JUVENILE TRAINING

41 Mt. Vernon Street  
Boston

WALTER C. BELL

DIRECTOR AND EXECUTIVE SECRETARY

(See Annual Report of the Massachusetts Training Schools)

INSTITUTIONS UNDER THE DEPARTMENT

The following brief statements relate to the general supervision of each of the five institutions under the department. These reports are followed by comparative and more detailed consideration of the financial administration of the institutions. Further details about the work of the various institutions may be found in the institution reports which are published separately.

THE TEWKSBURY STATE HOSPITAL AND INFIRMARY, TEWKSBURY

C. WINTHROP HOUGHTON, M. D., SUPERINTENDENT

Provides infirmary care for needy persons not chargeable for support to any city or town. Insane persons and those with contagious diseases are not admitted.

(See Annual Report of the Trustees of the Tewksbury State  
Hospital and Infirmary)

INFIRMARY DEPARTMENT AT THE STATE FARM, BRIDGEWATER

JAMES A. WARREN, SUPERINTENDENT

Provides infirmary care for indigent persons (male) not chargeable to any city or town.

(See Annual Report of the State Farm)



MASSACHUSETTS HOSPITAL SCHOOL, CANTON

JOHN E. FISH, M. D., SUPERINTENDENT

Provides care and schooling for the crippled and deformed children of the Commonwealth; a school with hospital facilities.

(See Annual Report of the Trustees of the Massachusetts Hospital School)

LYMAN SCHOOL FOR BOYS, WESTBOROUGH

CHARLES A. DUBOIS, SUPERINTENDENT

Provides custodial care and industrial training for delinquent boys under fifteen years of age; cottage plan.

(See Annual Report of the Trustees of the Massachusetts Training Schools)

INDUSTRIAL SCHOOL FOR BOYS, SHIRLEY

ROBERT T. GREY, SUPERINTENDENT

Provides custodial care and industrial training for boys over fifteen and under twenty-one years of age; only boys under seventeen may be committed.

(See Annual Report of the Trustees of the Massachusetts Training Schools)

INDUSTRIAL SCHOOL FOR GIRLS, LANCASTER

MISS V. MARION ROLLINS, SUPERINTENDENT

Provides custodial care and industrial training for delinquent girls under seventeen years of age at time of commitment.

(See Annual Report of the Trustees of the Massachusetts Training Schools)

SUPERVISION OF INSTITUTIONS

In the matter of financial supervision, the Department examines and analyzes institution expenditures, keeping constantly in mind the function of the institution and the relation of its business to the care, education, and welfare of the inmates. The following tables are designed to show in detail the financial condition of each institution.





TABLE I. PART I. - Capacities and Population of the Five Institutions for the Fiscal Year ending June 30, 1945.

INSTITUTIONS	Normal Capacity	Present any One Time		Daily Average Number Present During the Year		
		Largest Number	Smallest Number	1945	1944	1943
Industrial School for Boys. . . . .	320	238	191	217	245	260
Industrial School for Girls . . . . .	270	302	272	288	307	293
Lyman School for Boys. . . . .	400	361	283	322	338	355
Massachusetts Hospital School . . . . .	256	204	115	173	179	208
Tewksbury State Hospital and Infirmary.	3465	2060	1858	1979	2094	2279
Totals. . . . .	4711	3165	2719	2979	3163	3395

TABLE I. PART II. - Inventory of the Five Institutions

## REAL AND PERSONAL ESTATE

INSTITUTIONS	Land		Buildings	Personal Property	Total Value
	Acres	Value			
Industrial School for Boys. . . . .	892.29	\$32,623.50	\$655,689.95	\$144,148.65	\$832,462.10
Industrial School for Girls . . . . .	368.80	20,775.00	480,243.27	114,287.55	615,305.82
Lyman School for Boys . . . . .	579.13	57,525.57	901,092.30	169,261.42	1,127,879.29
Massachusetts Hospital School . . . . .	165.72	43,176.25	754,028.88	148,500.00	945,705.13
Tewksbury State Hospital and Infirmary. . .	916.00	84,579.94	3,478,743.01	452,106.91	4,015,429.86
Totals. . . . .	2921.94	238,680.26	6,269,797.41	1,028,304.53	7,536,782.20



TABLE IV. - Expenditure and Net Weekly Per Capita Cost of the Five Institutions for the Fiscal Year ending June 30, 1945.

INSTITUTIONS	Expenditures	WEEKLY PER CAPITA			NET WEEKLY PER CAPITA		
		1945	Average for the Three Years 1942, 1943* and 1944	Total Receipts from Refunds or Sales	Net Cost to the Institution	1945	Average for the Three Years 1942, 1943* and 1944
Industrial School for Boys. . . . .	\$ 215,611.83	\$19.05	\$16.20	\$ 488.16	\$ 215,123.67	\$19.01	\$16.08
Industrial School for Girls . . . . .	198,443.32	13.20	12.02	722.33	197,720.99	13.15	11.97
Lyman School for Boys. . . . .	349,340.13	20.83	18.54	2,479.97	346,860.16	20.68	18.44
Massachusetts Hospital School . . . . .	252,476.06	27.94	23.62	921.33	251,554.73	27.84	23.53
Tewksbury State Hospital and Infirmary. .	1,234,999.01	11.97	11.52	6,672.55	1,228,326.46	11.90	11.45
Totals. . . . .	\$2,250,870.35	--	--	\$11,284.34	\$2,239,586.01	--	--

Table V. - Payroll of the Five Institutions, showing Total Number employed for the Fiscal Year ending June 30, 1945.

INSTITUTION	AVERAGE NUMBER EMPLOYED			AVERAGE MONTHLY COMPENSATION			WEEKLY PER CAPITA COST			NUMBER OF INMATES TO ONE EMPLOYEE		
	1945	1944	For the Three years 1942, 1943* and 1944	1945	1944	For the Three years 1942, 1943* and 1944	1945	1944	For the Three years 1942, 1943* and 1945	1945	1944	For the Three years 1942, 1943* and 1944
Industrial School for Boys. . . . .	72.00	82.00	87.00	\$143.66	\$125.48	\$108.84	\$10.97	\$ 9.64	\$ 8.96	3.0	2.9	2.9
Industrial School for Girls . . . . .	77.81	82.30	84.88	106.26	101.96	91.08	6.60	6.26	6.41	3.7	3.7	3.4
Lyman School for Boys . . . . .	120.99	122.56	126.33	131.96	127.64	114.56	11.42	10.62	10.10	2.6	2.7	2.7
Massachusetts Hospital School . . . . .	106.65	111.16	119.45	125.51	122.23	109.19	17.78	17.40	15.51	1.6	1.6	1.7
Tewksbury State Hospital and Infirmary. .	483.74	512.66	560.43	116.75	112.42	99.05	6.57	6.31	6.07	4.0	4.0	3.8
Totals. . . . .	861.19	910.68	978.09	\$624.14	\$589.72	\$522.72	--	--	--	--	--	--

\* 1943 - 7 mos. period





TABLE III. - PART II. - Expenditures of the Five Institutions for the Fiscal Year ending June 30, 1945. - continued

FOR SPECIAL PURPOSES

INSTITUTIONS	Land	Buildings	Furnishings and Equipping	Miscellaneous	Total
Industrial School for Boys. . . . .	---	\$ 216.32	---	---	\$ 216.32
Industrial School for Girls . . . . .	---	---	---	---	---
Lyman School for Boys. . . . .	---	4954.78	\$ 102.00	---	5,056.78
Massachusetts Hospital School. . . . .	---	---	170.40	---	170.40
Tewksbury State Hospital and Infirmary. ---	---	---	14,453.44	---	14,453.44
Totals. . . . .	---	\$5171.10	\$14,725.84	---	\$19,896.94

TABLE III. - Part III. - Summary of Expenditures for the Fiscal Year ending June 30, 1945. - continued

INSTITUTIONS	Maintenance	Special Purposes	Trust Funds	Total
Industrial School for Boys. . . . .	\$ 215,611.83	\$ 216.32	---	\$ 215,828.15
Industrial School for Girls . . . . .	198,443.32	---	\$ 57.42	198,500.74
Lyman School for Boys . . . . .	349,340.13	5056.78	277.21	354,674.12
Massachusetts Hospital School . . . . .	252,476.06	170.40	---	252,646.46
Tewksbury State Hospital and Infirmary. 1,234,999.01		14,453.44	---	1,249,452.45
Totals. . . . .	\$2,250,870.35	\$19,896.94	\$334.63	\$2,271,101.92



TABLE IV. - Expenditure and Net Weekly Per Capita Cost of the Five Institutions for the Fiscal Year ending June 30, 1945.

INSTITUTIONS	WEEKLY PER CAPITA			NET WEEKLY PER CAPITA			
	Expenditures	1945	Average for the Three Years 1942, 1943* and 1944	Total Receipts from Refunds or Sales	Net Cost to the Institution	1945	Average for the Three Years 1942, 1943* and 1944
Industrial School for Boys. . . . .	\$ 215,611.83	\$19.05	\$16.20	\$ 488.16	\$ 215,123.67	\$19.01	\$16.08
Industrial School for Girls . . . . .	198,443.32	13.20	12.02	722.33	197,720.99	13.15	11.97
Lyman School for Boys. . . . .	349,340.13	20.83	18.54	2,479.97	346,860.16	20.68	18.44
Massachusetts Hospital School . . . . .	252,478.06	27.94	23.62	921.33	251,554.73	27.84	23.53
Tewksbury State Hospital and Infirmary. .	1,234,999.01	11.97	11.52	6,672.55	1,228,326.46	11.90	11.45
Totals. . . . .	\$2,250,870.35	--	--	\$11,284.34	\$2,239,586.01	--	--

Table V. - Payroll of the Five Institutions, showing Total Number employed for the Fiscal Year ending June 30, 1945.

INSTITUTION	AVERAGE NUMBER EMPLOYED			AVERAGE MONTHLY COMPENSATION			WEEKLY PER CAPITA COST			NUMBER OF INMATES TO ONE EMPLOYEE		
	1945	1944	For the Three years 1942, 1943* and 1944	1945	1944	For the Three years 1942, 1943* and 1944	1945	1944	For the Three years 1942, 1943* and 1945	1945	1944	For the Three years 1942, 1943* and 1944
Industrial School for Boys. . . . .	72.00	82.00	87.00	\$143.66	\$125.48	\$108.84	\$10.97	\$ 9.64	\$ 8.96	3.0	2.9	2.9
Industrial School for Girls . . . . .	77.81	82.30	84.88	106.26	101.96	91.08	6.60	6.26	6.41	3.7	3.7	3.4
Lyman School for Boys . . . . .	120.99	122.56	126.33	131.96	127.64	114.56	11.42	10.62	10.10	2.6	2.7	2.7
Massachusetts Hospital School . . . . .	106.65	111.16	119.45	125.51	122.23	109.19	17.78	17.40	15.51	1.6	1.6	1.7
Tewksbury State Hospital and Infirmary. .	483.74	512.66	560.43	116.75	112.42	99.05	6.57	6.31	6.07	4.0	4.0	3.8
Totals. . . . .	861.19	910.68	978.09	\$624.14	\$589.72	\$522.72	--	--	--	--	--	--

\* 1943 = 7 mos. period





## THE COUNTY TRAINING SCHOOLS

Under the provisions of General Laws, Chapter 77, Section 2, the four county training schools for truants and habitual school offenders are subject to the visitation of this Department, which is required to report thereon in its annual report.

The names of the schools and the Superintendents are as follows:

Essex County Training School, Lawrence, James R. Tetler  
Hampden County Training School, Springfield (Feeding Mills)  
Thomas Reidy, Acting Supt.  
Middlesex County Training School, North Chelmsford  
J. Earle Wotten  
Worcester County Training School, Oakdale (West Boylston)  
William E. Teachout

### ESSEX COUNTY TRAINING SCHOOL

Lawrence, Mass.

Jan. 1, 1944	Boys attending school	No. 48
Jan. 1, 1945	Boys attending school	No. 56 (7 girls)
	Discharged during 1944	No. 41
	Admitted during 1944	No. 49
	Full capacity	No. 105
	Budget appropriation for 1944 -	\$59,500.00
	Net expenditures for 1944	61,687.71
	Budget appropriation for 1945	64,050.00

### HAMPDEN COUNTY TRAINING SCHOOL

(Feeding Hills, Mass.)

Agawam, Mass.

Jan. 1, 1944	Boys attending school	No. 35
Jan. 1, 1945	Boys attending school	No. 38
	Discharged during 1944	No. 46
	Admissions during 1944	No. 49
	Full capacity	No. 75
	Budget appropriation for 1944 -	\$35,300.00
	Net expenditures for 1944	46,960.71
	Budget appropriation for 1945	38,435.00



MIDDLESEX COUNTY TRAINING SCHOOL

No. Chelmsford, Mass.

Jan. 1, 1944	Boys attending school	No. 116
Jan. 1, 1945	Boys attending school	No. 112
	Discharged during 1944	No. 168
	Admitted during 1944	No. 164
	Total capacity	No. 100
	Budget appropriation for 1944 -	\$91,100.00
	Net expenditures for 1944 -	49,703.25
	Budget appropriation for 1945	95,200.00

WORCESTER COUNTY TRAINING SCHOOL

Oakdale, Mass.

Jan. 1, 1944	Boys attending school	No. 58
Jan. 1, 1945	Boys attending school	No. 43
	Discharged during 1944	No. 50
	Admitted during 1944	No. 35
	Full capacity	No. 60
	Budget appropriation for 1944 -	\$38,000.00
	Net expenditures for 1944 -	40,398.61
	Budget appropriation for 1945 -	48,000.00





THE PENALTY INCURRED BY CERTAIN CITIES AND TOWNS  
FOR FAILURE TO MAKE THEIR RETURNS OF POOR RELIEF DURING  
THE MONTH OF APRIL, 1945

Under sections 32-35 of chapter 117 of the General Laws, the department reported to the Treasurer of the Commonwealth the names of the cities and towns which failed to make their returns of poor relief during the month of April, 1945, together with the amount of penalty incurred in each instance as follows:

Berlin.....	\$ 2.00
Groveland.....	2.00
Hatfield.....	8.00
Hubbardston.....	2.00
Russell.....	18.00
Sudbury.....	<u>3.00</u>

Total \$35.00



## FINANCIAL STATEMENT OF THE DEPARTMENT FOR THE FISCAL YEAR ENDING JUNE 30, 1945

	R E C E I P T S		E X P E N D I T U R E S		June 30,
	Appropriations	Receipts	From Appropriations	Paid to State Treasurer	1945 Balance
For personal services of officers and employees in Commissioner's Office .....	\$ 70,660.00 "	-	\$70,394.36 "	-	265.64
For expenses in Commissioner's Office .....	4,000.00 "	19.00 "	3,632.69 "	19.00 "	367.31
State Board of Housing - Personal services .....	19,160.00 "	-	18,665.75 "	-	494.25
State Board of Housing - Expenses .....	5,000.00 "	268.00 "	4,648.16 "	268.00 "	351.84
Division of Aid and Relief - Personal services .....	271,280.00 "	-	270,151.56 "	-	1,128.44
Division of Aid and Relief - Expenses .....	19,000.00 "	-	18,748.00 "	-	252.00
For the support of sick, indigent persons .....	350,000.00 "	1,813.65 "	318,641.28 "	1,813.65 "	31,358.72
Burial of indigent persons .....	25,902.80 <sup>1</sup>	105.00 "	19,914.42 "	105.00 "	5,988.38
Temporary Aid and Transportation of indigent persons .....	1,626,150.18 <sup>1</sup>	116.11 "	1,125,503.56 "	116.11 "	500,646.62
Aid to Dependent Children .....	2,419,200.99 <sup>1</sup>	183.33 "	2,191,942.55 "	183.33 "	227,260.44
Contagious Diseases .....	180,173.61 <sup>1</sup>	233.00 "	180,089.84 "	233.00 "	83.77
Old Age Assistance - State Share Reimbursement .....	16,519,462.54 <sup>2</sup>	-	15,373,191.74 "	-	1,146,270.80
Old Age Assistance - Personal services .....	86,000.00 "	-	82,244.63 "	-	3,755.37
Old Age Assistance - Expenses .....	12,500.00 "	-	11,028.17 "	-	1,471.83
For maintenance of the Tewksbury State Hospital and Infirmary .....	1,315,100.00 "	195,008.08 "	1,234,999.01 "	195,008.08 "	80,100.99
Tewksbury State Hospital and Infirmary - Fuel Conversion Equipment .....	14,453.44 <sup>1</sup>	-	14,453.44 "	-	-
Tewksbury State Hospital and Infirmary - Chapel Repairs .....	40,000.00 "	-	-	-	40,000.00
Division of Child Guardianship - Personal services .....	300,370.00 "	-	299,059.08 "	-	1,310.92
Division of Child Guardianship - Expenses .....	6,000.00 "	-	5,171.42 "	-	828.58
Division of Child Guardianship - Care and Maintenance of Children .....	1,795,000.00 "	388,116.06 "	1,794,842.75 "	388,116.06 "	157.25
Division of Child Guardianship - Tuition of Children .....	330,000.00 "	<del>41,776.91</del>	329,905.08 "	<del>41,776.91</del>	94.92
For the maintenance of the Massachusetts Hospital School .....	256,940.00 "	47,776.91 "	252,476.06 "	47,776.91 "	4,463.94
Massachusetts Hospital School - For new boilers .....	315.52 "	-	170.40 "	-	145.12
Trustees, Massachusetts Training Schools:					
Administration - Personal services .....	16,490.00 "	-	16,432.22 "	-	57.78
Administration - Expenses .....	2,000.00 "	-	1,519.34 "	-	480.66
Boys Parole Division - Personal services .....	50,280.00 "	-	50,178.17 "	-	101.83
Boys Parole Division - Expenses, including board, medical expenses, etc. ....	38,000.00 "	-	31,017.83 "	-	6982.17
for boys boarded out					
Girls Parole Division - Personal services .....	36,270.00 "	-	36,207.93 "	-	62.07
Girls Parole Division - Expenses .....	17,500.00 "	-	12,366.29 "	-	5,133.71
Instruction in public schools .....	7,500.00 "	-	5,900.01 "	-	1,599.99
Vocational and Educational Study .....	5,000.00 "	-	-	-	5,000.00
Industrial School for Boys - For maintenance .....	220,600.00 "	488.16 "	215,611.83 "	488.16 "	4,988.17
Industrial School for Boys - For <del>purchase of land</del> .....	3,000.00 <sup>1</sup>	-	-	-	3,000.00
Industrial School for Girls - For maintenance .....	200,750.00 "	722.33 "	198,443.32 "	722.33 "	2,306.68
Lyman School for Boys - For maintenance .....	353,200.00 "	2,479.97 "	349,340.13 "	2,479.97 "	3,859.87
Lyman School for Boys - For fuel conversion .....	106.08 <sup>1</sup>	<del>102.00</del>	102.00 "	-	4.08
Lyman School for Boys - For repair of fire damage to Bowler Cottage .....	6,000.00 <sup>1</sup>	-	4,944.78 "	-	1,055.22
Receipts for sale of paper .....	-	3.00 "	-	3.00 "	-
Receipts for licenses to maintain infant boarding homes .....	-	1,580.00 "	-	1,580.00 "	-
Receipts for rent of Robbins Farm, Walpole .....	-	300.00 "	-	300.00 "	-
Total .....	\$26,623,367.16	\$639,212.60	\$24,541,947.40	\$639,212.60	\$2,081,419.76
Aid to Dependent Children, U.S. Grant .....	\$ 2,231,106.52 <sup>3</sup> "	-	1,697,690.14 "	-	533,416.38
Old Age Assistance, U. S. Grant .....	18,289,499.52 <sup>3</sup> "	-	15,154,325.26 "	-	3,135,174.26
Child Welfare Services, U. S. Grant .....	28,298.89 <sup>3</sup> "	-	24,956.96 "	-	3,341.93
Civilian War Assistance .....	14,597.78 "	3,337.44 "	4,786.93 "	3,337.44 "	9,810.85
Civilian Emergency Relief .....	9,908.80 "	-	-	-	9,908.80
Aid to Dependents of Enemy Aliens .....	741.84 "	1,482.13 "	454.25 "	1,482.13 "	287.59
Total .....	\$20,574,153.35	\$ 4,819.57	\$16,882,213.54	\$ 4,819.57	\$3,691,939.81
(1) Includes balance from previous appropriations					
(2) Paid by State Treasurer from Massachusetts A.B.C. Tax and Racing Commission					
(3) Paid by receipts from Federal Government					
One-third (1/3) of Meal Tax distributed to Cities and Towns .....	1,081,265.32 "	-	892,908.89	-	188,356.43
Community School Lunch Program .....	780,583.98 "	-	703,087.40	-	77,496.58
GRAND TOTAL .....	\$49,059,369.81	\$644,032.17	\$43,082,157.23	\$644,032.17	\$5,977,212.58





## PART II

### PRIVATE CHARITABLE CORPORATIONS

Patrick A. Tompkins, Commissioner

#### Supervisors

Miss Florence G. Dickson

Miss Alice M. McIntire

Miss Mary C. Robinson

Government supervision of private charitable corporations is provided in three legislative enactments, the first of which requires the Department of Public Welfare to investigate all applications for charitable charters, while the second and third call for annual inspection and annual reporting. In the following pages of this part of the report the functions of the department and the year's work under these several statutes are explained. This statement is followed by a tabulation of some of the essential figures showing the financial condition of the various charities.

#### Investigation of Charitable Organizations Seeking Incorporation

General Laws (Ter. Ed.) chapter 180, section 6, provides that the department shall investigate, give a public hearing, and report its findings to the Secretary of the Commonwealth, in all cases of charitable organizations which seek a certificate of incorporation. During the year ending June 30, 1945, 45 applications for charters have been referred under the provisions of this statute. The department has completed its investigation, given hearings and reported on 41 applications, including 5 received prior to the beginning of the year.

Action has been taken by the Secretary of the Commonwealth on 40 applications as listed below. All of these petitions have been approved and charters issued.

Bay State Society for the Crippled and Handicapped, Inc.  
Bernardine Sisters of the Third Order of St. Francis  
of Massachusetts, Inc.  
Bialystok Society, Inc., The  
Bon Secours Hospital, Inc.  
Boston Aid to the Blind, Inc.  
Boston High School of Commerce Alumni Educational Fund, Inc.  
Camp Anderson Foundation, Inc.  
Camping Associates of Roslindale and Milton, Inc.  
Caravan Society for Children, Incorporated  
Community Centers of North Andover  
Dog Charities, Inc.  
Foreign Mission Sisters of Saint Dominic, Inc.  
Foundation for Independent Education, Inc., The



George N. Alden Ambulance Corps Inc., The  
 Girl Scout Council of Randolph, Inc.  
 Gray Houses, Inc., The  
 Hanson Visiting Nurse Association, Inc.  
 Hospital Thrift Shop  
 Institute of Pastoral Care Incorporated  
 Irwin and Mary Cohn Foundation Inc.  
 Jewish Community Center of Revere, Inc., The  
 Jewish Convalescent Home Association of Lynn, Inc.  
 Joseph Persky Foundation  
 Lexington Club, Inc., The  
 Lincoln Associates, Inc.  
 Living Flame Memorial Foundation, The  
 Marlborough Boys Club, Inc.  
 Melrose Jewish Community Center, Inc.  
 Milford Youth Center, Inc.  
 Myron H. Davis Teen Town, Inc.  
 Newburyport Health Centre, Inc.  
 Orange Community Chest Inc.  
 Polonnoe War Relief and Rehabilitation Corporation  
 Quincy Child Guidance Association, Inc.  
 Scituate Public Health Nursing Service, Inc., The  
 Springfield Veterans Memorial Foundation, Inc.  
 Stoughton Servicemen's Fund, Inc.  
 Theodore Edson Parker Foundation, The  
 Wayside Inn, The  
 West End Day Nursery of New Bedford, Inc.

#### Supervision of Charitable Corporations

General Laws (Ter. Ed.) chapter 121, section 7, requires the Department of Public Welfare, upon the request or with the consent of a charitable corporation, to make annual inspection or investigation of such corporation.

During the past year supervision of incorporated charities has been continued through visits and conferences by the supervisors. There have been 193 inspections involving many consultations and visits to institutions.

There have been 488 inquiries regarding particular charities and general matters related to the field of private charity.

#### Number and Classification of Incorporated Charities in Massachusetts

Of the 1,491 charitable corporations which made returns to this department during 1945, 130 are homes for the aged; 146 are hospitals, sanatoria and other institutions for the sick; 147 are nursing societies and other health agencies; 282 are agencies giving family service and relief; 156 are child-serving agencies; 205 are youth agencies; 99 are settlements and neighborhood centres; and 134 are federations, foundations, and community chests. The remaining 210 form a miscellaneous group chiefly civic or eleemosynary in their nature.





## Annual Reports of Charitable Corporations

General Laws (Ter. Ed.) chapter 180, section 12, provides that a charitable corporation incorporated within this Commonwealth must make to this department an annual financial return on or before the first day of November in each year, and further provides that if any corporation fails for two successive years to make the report, the Supreme Court may decree its dissolution. Figures from the financial reports of corporations for ( the last year are given on the following pages. The abstracts are arranged by towns in alphabetical order under each town.

An analysis of the returns made in 1945 showed the total property, real and personal, of all these charities to be \$414,296,203. Subscriptions and donations amounted to \$22,659,472. Earnings and refunds, including receipts from beneficiaries, were \$50,616,701. Receipts from interest and dividends on investments totaled \$10,012,505. Legacies were received to the amount of \$8,241,732. Total current receipts were \$81,681,020. Total current expenditures were \$81,158,545. Total paid for salaries and wages amounted to \$31,332,791.

### Corporations Dissolved

In 1945, 16 corporations were dissolved by decree of the Supreme Court. The list follows:-

American Fund for Wounded in France, Inc.  
Andrew Jackson Associates  
Army & Navy Social & Service Club of Shrewsbury  
Associacao de Carridado do Ispirito Santo da Santissima Trindade  
Beethoven Memorial Foundation, Incorporated  
Cosmopolitan Educational Guidance Incorporated  
Everett Young Men's Christian Association  
Fall River Hebrew Women's Charitable Institution  
Fall River Jewish Community Center Building, Inc.  
Hebrew Educational and Community Center of Salem  
Italian Welfare Society  
Malden Frauen Verein Sheltering Society, Inc.  
Portuguese Relief Association, Inc.  
Social Circle of the Portland Street Church, The  
Societa Sant' Antonio Di North Agawam, Inc.  
Youth Service, Inc.



### Registration of Foreign Charitable Corporations

General Laws (Ter. Ed.) chapter 180, section 12A, requires a charitable corporation incorporated elsewhere than in Massachusetts, which engages in charitable work or raises funds within the Commonwealth, to file with the department (1) a true copy of its charter or certificate of incorporation, (2) a true copy of its constitution and by-laws, and (3) an annual report on or before November first. Sixty-one (61) corporations organized outside Massachusetts filed reports under this statute during the year.

### No Endorsement of Private Charitable Organizations

The Department of Public Welfare endorses no private charitable organization or agency. This rule is absolute, regardless of the known standing of any such society. Inspection and publication of the annual return in this volume do not mean approval; on the contrary, inspection may mean the discovery of conditions calling for condemnation. No agency is warranted, therefore, in using the fact of inspection in such manner as to lead the public to believe that the department approves or in any sense commends its work.





FOR ABSTRACTS FROM  
FINANCIAL REPORTS OF CHARITABLE CORPORATIONS

Call at office of  
Supervisors of Incorporated Charities

\* \* \* \* \*



CITY AND TOWN INFIRMARIES

There are 89 infirmaries operating in this state. The State Department of Public Welfare is required to visit all local infirmaries and to report on the conditions and management, as well as suggestions and recommendations made.

Attention is directed to the fact that the Department has not the power to enforce recommendations. The Statutes provide that the Department visit and make suitable recommendations to the local boards of Public Welfare of cities and towns as would be necessary.

There were not any infirmaries closed during the year 1945.

FIRES

Two fires occurred during the year. On November 15, 1944, in the Woburn Infirmary, a fire occurred on the second floor. It was started by a child playing with matches. This child was a son of one of the women employed there. Decision of origin made by local fire authorities supported by State Fire Marshall representative's investigation.

Many repairs were made after this fire and two sick rooms with complete hospital equipment have been added. An automatic, electrically controlled fire alarm system has been installed in the Infirmary.

On January 24, 1945, at 11:00 a.m. a fire occurred at the Stoneham Infirmary. The third floor was gutted by the fire and the entire home was saturated with the enormous amount of water required to extinguish the fire. This fire was caused by defective wiring.

All the patients were removed safely. After the fire it was decided by the Stoneham Board of Public Welfare that they would no longer house anyone on the third floor. Prior to the fire the Men's Dormitory was located at this point, and the result of the fire showed clearly that loss of life could have been very heavy if this fire had happened during the night.

This Infirmary was completely remodeled and much thought was given relative to safety-exit lights, and an elaborate bell system has been installed. Exits on the second floor have been increased. In 1944 it was voted to install sprinklers but the War Production Board would not grant permission. It is hoped however that this may be done in 1947.

A study of Local Infirmaries has been made during the summer of 1945 to secure detailed information as to the present facilities of infirmaries, the extent to which they are being used, and the types of cases receiving care. This study which is to be published was made because of the growing demand for sheltered care for the chronic sick and the aged. It is hoped that the findings of the study will prove helpful to both State and local officials in future planning.

SUPERVISION OF WAYFARERS' LODGES

There is but one municipal lodge known as "Wayfarers' Lodge," and this is maintained by the City of Boston. It has a capacity for 170 men.





1946

NAME	ADDRESS	WAGE	TIME	DATE	NO. OF
CITY	STREET	PER HOUR	PER DAY	OF COLLECTION	WEEKS
Adams	Walter Medala	20,050.	11,061.	3	4
Andover	Bertha Thompson	14,185.	7,990.21	3	3
Attol	Justin E. Field	38,000.	6,513.42	10	3
Attleboro	Mrs. Ralph William	10,100.	5,128.35	10	3
Ayer	Winifred A. Dean	15,000.	7,062.71	7	4
Barnstable	George Hughes	15,000.	5,050.	3	10
Barnstable	Walter Davis	5,000.	11,825.31	3	3
Beverly	George D. Batchelder	61,500.	755,537.50	34	13
Boston	Dr. James V. Sacchetti	5,539,500.	7,350.72	34	343
Braintree	Patrick Spohnue	82,500.	10,590.93	7	13
Brockline	Elizabeth A. McAlhoun	28,500.	70,690.65	15	11
Cambridge	Thomas E. Hayward, Sr.	250,000.	38,963.10	127	40
Chicopee	August Pauline	215,000.	9,450.10	10	2
Clinton	Mrs. Agnes Learned	51,000.	3,974.35	1	6
Concord	Herbert D. Peterson	10,350.	6,753.61	11	0
Dartmouth	Charles Kirby	21,000.	8,856.77	13	6
Dedham	John C. Mulhern	27,200.	3,231.51	6	25
Easthampton	Harry E. Morrison	7,300.	5,032.	3	7
Falmouth	John Marcelas	14,500.	34,753.39	173	92
Fall River	Thomas H. Filar	159,400.	5,570.53	3	4
Falmouth	Jasper L. Lambert	34,500.	10,042.57	20	30
Fitchburg	John J. Murray	44,000.	3,773.44	8	7
Franklin	Walter R. Adams	15,500.	3,178.21	13	9
Greenfield	Harry E. Smith	14,000.	21,109.13	59	23
Gloucester	H. Leland Wolfe	30,200.	4,100.64	3	8
Hadley (So,)	Frank Jory	10,300.	2,780.	1	3
Haverhill	Jessie Ball	1,150.	45,459.52	120	27
Holyoke	William W. Savage	204,406.47	44,004.00	113	14
Lawrence	Joseph W. O'Brien	141,040.	151,213.34	175	69
Leominster	Arthur H. Ingram	441,000.	11,302.53	10	45
Lowell	Arthur G. DeBorne	101,525.	50,061.55	300	115
Lynn	Joseph D. Murphy	251,750.	38,000.	30	46
		272,650.			



Manchester	Arthur L. Morris	21,000.	5,011.00	10	30
Manchester	Fred J. Barrows	26,000.	0,300.70	7	3
Manchester	John W. Kelley	26,000.	7,228.20	0	3
Manchester	John Stone	52,500.	1,010.70	11	12
Manchester	John W. Nightingale	18,000.	4,339.40	23	14
Manchester	John W. Rogers	51,500.	9,791.50	5	13
Manchester	Mrs. Grace D. Stevens	30,700.	14,708.00	23	16
Manchester	Ernest W. Cronwell	40,700.	17,552.20	27	11
Manchester	Ernest W. Cronwell	50,000.	11,400.00	30	11
Manchester	David Steele	4,000.	3,512.00	30	12
Manchester	Henry O'Connell	7,000.	6,060.00	3	11
Manchester	Samuel Burchell	25,900.	9,412.30	3	10
Manchester	Robert R. Mercer	305,327.17	69,450.70	10	14
Manchester	George W. Murray	10,000.	10,635.10	100	16
Manchester	John Ewart	35,300.	10,557.51	21	16
Manchester	Michael J. Gorman	9,000.	6,999.11	13	24
Manchester	Orin Foster	15,000.	6,253.43	26	7
Manchester	Wallace S. Grant	25,000.	9,135.10	7	5
Manchester	Wesley H. Stowe	25,000.	10,139.01	17	9
Manchester	Charles Colburn	27,020.	8,797.03	20	8
Manchester	Klaus Dykstra	14,297.	10,514.	12	6
Manchester	Leatrice F. Lawlor	16,360.	2,547.70	18	17
Manchester	Charles Reynolds	32,100.	18,723.20	9	15
Manchester	Charles F. Howe	7,000.	6,431.65	41	39
Manchester	William A. Knoblock	79,420.	35,225.20	5	3
Manchester	Russell L. Dickson	17,800.	3,040.01	52	64
Manchester	Lena Tesha	10,000.	2,004.01	14	11
Manchester	William Walsh	7,000.	3,167.17	5	9
Manchester	Earl W. Wyatt	12,000.	6,209.04	25	10
Manchester	Marion L. Parsons	13,000.	3,865.	7	9
Manchester	Thomas A. Collier	150,200.	34,855.21	2	27
Manchester	Fred Sellick	69,300.	4,000.67	48	62
Manchester	Mary Fleck	37,500.	2,017.	5	12
Manchester	George S. Goodrich	164,700.	15,071.15	4	2
Manchester	Paul Deauregard	18,000.	4,418.82	48	15
Manchester	Mary Wilson	14,100.	4,299.32	11	11
Manchester	William Macdon	147,750.26	126,752.	3	4
Manchester	William H. Rolfe	26,725.	11,205.20	215	155
Manchester	Clarence E. Shove	71,900.	15,722.00	39	14
Manchester	Otto Hyvarinen	12,150.	3,037.67	3	3
Manchester	Herman Nydam	12,000.	6,051.00	10	10
Manchester	Jeremiah J. Peck	12,000.	XX,XXX,XXX	31	5
Manchester	Leon C. Hoyt	91,500.	13,825.	79	31
Manchester	Ernest Demers	33,000.	3,039.77	8	20
Manchester	Ernest Smith	5,300.	3,039.77	3	5





Worcester	Henry J. Todd	"46,702.00	"7,210.40	11	5
Worcester	Hector Patenaude	52,220.	7,252.00	20	4
Westfield	W. P. Carrier	42,000.	6,850.00	21	3
Westford	Leo Jennell	12,500.	9,050.00	9	5
Westport	Margaret E. Costa	5,000.	4,117.02	1	5
Weymouth	Frederic F. Tolman	42,000.	7,080.04	14	3
Wilmington	John R. Priest	25,900.	6,952.00	12	10
Woburn	Thomas Curran	19,500.	7,202.00	7	14
Worcester	Alfred E. Royal	575,500.	100,040.	200	210

CHARLTON ASSOCIATION

Charlton					
Asheburnham					
Auburn					
Berlin					
Boylston					
Brookfield					
Hardwick					
Holden					
Leicester					
Millbury					
New Braintree					
Oakham					
Princeton	H. D. Sargent	17,000.00	14,822.00	47	46
Rutland					
Stirling					
Warren					
West Boylston					
Westminster					
East Brookfield					
Holland					
Dana					
Lincolnton					
West Brookfield					
Panton					



## Statistics of Poor Relief

### Number Relieved

Table I shows the number supported or relieved by the cities and towns in the Commonwealth during the year ending December 31, 1944. All persons are included, regardless of settlement. The total number receiving aid in any form was 179,157, a decrease of 34,113 from the previous year. Of the persons aided in institutions, 7,894 were aided in city or town infirmaries, and 7,379 were cared for in other institutions. Of the outside aid, 3,318 were aided in private families and 38,303 were assisted in their own homes. This last figure shows a decrease of 15,997 from the previous year. It comprises practically all city and town aid usually known as local public outdoor relief, except 33,550 Aid to Dependent Children recipients, a decrease of 7,468 and 88,713 Old Age Assistance recipients, a decrease of 7,720 from last year.

### Cost of Relief

Table II shows the funds expended by the cities and towns in the Commonwealth for all poor relief, within their respective fiscal years. The aggregate is classified as "ordinary", or maintenance, and "extraordinary," or special. Expenses in institutions and outside are called ordinary expenditures. The subdivision follows the classification in Table I with regard to the nature and the place of aid. The difference between the ordinary expenditures and the receipts on account of maintenance comes under the heading of "net ordinary expenditures."





The grand total in Table II shows an aggregate expenditure of \$57,566,724.84. Of this sum, \$57,499,864.29 was ordinary outlay, or maintenance, a decrease of \$5,225,30 from last year; the remainder, \$66,860.55, was expended for improvements at the city and town infirmaries. Of the money expended for maintenance, \$2,405,862.15 was for infirmary care and \$1,071,303.04 for relief in other institutions. These amounts represent a decrease of \$35,685.11 from last year for institutional relief. Care in private families cost \$771,209.17 and relief in recipients' own homes amounted to \$5,334,051.04. These two amounts show a decrease of \$1,066,370.75 from the previous report.

The sum of \$39,413,014.99 was expended for Old Age Assistance, an increase of \$1,577,549.53 over last year. The sum of \$6,829,267.34 was expended for Aid to Dependent Children, representing a decrease of \$317,945.62. The cost of administration of General Relief, including salaries and office expenses of the local boards of public welfare, came to \$1,675,156.56. This amount shows a decrease of \$162,773.35.

The total receipts on account of ordinary expenditures were \$39,311,626.79, classified as receipts on account of infirmaries, \$310,843.66, and all other, \$39,000,783.13. Subtracting receipts from total expenditures leaves \$18,188,237.50, net ordinary expenditure. This amount shows an increase of \$3,034,563.16 since last year's report.



See Copy of Report filed in Library for  
Tables I and II  
or Consult Copy on File in Room 36

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Annual report. 1946.

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Annual report.

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THE GOVERNMENT OF MASSACHUSETTS

DEPARTMENT OF PUBLIC WELFARE

Patrick J. Murphy, Commissioner

To the Honorable Senate and House of Representatives:

The Twenty-seventh Annual Report of the Department of Public Welfare, covering the year from July 1, 1945, to June 30, 1946, is herewith respectfully presented.

Members of the Advisory Board of the

DEPARTMENT OF PUBLIC WELFARE

Date of Original Appointment	Name	Residence	Date of Expiration
12/ 1/36	Mark T. Roberts	Chestnut Hill	1/31/48
9/ 2/43	Rev. James H. Doyle	Boston	1/31/47
10/13/43	Harold S. Fuller	Windsor	2/28/49
3/22/44	William R. Ostrow	Boston	1/31/48
2/20/44	Albert F. Doyle	Brockton	1/31/47
2/20/45	Rabbi Levi A. Glan	Worcester	1/31/46





DIVISIONS OF THE DEPARTMENT OF PUBLIC WELFARE

BOSTON

Division of Aid and Relief, Room 30, State House  
Robert P. Curran, Director  
Albert E. Howell, Chief Supervisor  
Subdivision of Social Service  
Flora E. Burton, Supervisor  
Subdivision of Appeals  
Louis R. Lipp, Supervisor  
Bureau of Accounts  
Clarence A. Bingham, Supervisor  
Bureau of Research and Statistics  
John H. Monahan, Jr., Acting Supervisor  
Division of Child Guardianship, Room 43, State House  
Marion A. Joyce, Director  
Esther Hill, Assistant Director  
Bureau of Incorporated Charities, 15 Ashburton Place  
Florence G. Dickson, Supervisor  
Division of Juvenile Training, 41 Mr. Vernon Street  
Benjamin Joy, Chairman  
Walter C. Bell, Executive Secretary  
State Board of Housing, 20 Somerset Street  
Philip Nichols, Chairman  
Division of Commodity Distribution, 600 Washington Street  
John C. Stalker, Director

INSTITUTIONS UNDER THE SUPERVISION OF THE

DEPARTMENT OF PUBLIC WELFARE

Tewksbury State Hospital and Infirmary, Tewksbury  
C. Winthrop Houghton, M. D., Superintendent  
Massachusetts Hospital School, Canton  
Donald C. Gates, M. D., Superintendent  
Lyman School for Boys, Westborough  
Charles A. DuBois, Superintendent  
Industrial School for Boys, Shirley  
Robert T. Gray, Superintendent  
Industrial School for Girls, Lancaster  
Elizabeth Bode, Superintendent



## REPORT OF THE COMMISSIONER OF PUBLIC WELFARE

This report of the Commissioner of Public Welfare covers the period from July 1, 1945 to June 30, 1946. The former Commissioner, Mr. Arthur G. Rotch, who had submitted his resignation to His Excellency, Maurice J. Tobin, on March 1st, remained in office on a half-time basis awaiting the appointment of the new Commissioner. This appointment occurred on August 8th, 1945.

The most significant activity during the year concerned the change which occurred in the Old Age Assistance program as the result of the enactment of Chapter 683 of the Acts of 1945. This law which became effective January 1, 1946, drastically liberalizes the income exemptions to which children are entitled before they have a legal responsibility to contribute to the support of their parents. Because of the decrease in relatives' financial responsibility, the average assistance payment has gone upward to some extent and the number of assistance recipients has increased. However, the very bothersome situation under which local boards of public welfare and the Department were required to refer children of Old Age Assistance recipients to the District Court for criminal prosecution has been completely eliminated.

A second important statutory change in the public assistance programs, which was enacted during the year but will not be effective until September 3, 1946, provides that mandatory budgetary standards shall be in effect in the Aid to Dependent Children program. Similar legislation on Old Age Assistance has been in effect for several years, and it has already been demonstrated that uniform and equitable assistance payments can be made available to recipients in all of the local political units of the Commonwealth through this method of determining grants in accordance with approved budgetary standards.

Shortly after his appointment, the present Commissioner became aware of the serious problem which existed in that activity of the Department which concerns the licensing and supervising of boarding homes for the aged. A staff consisting of a supervisor and one field worker clearly could not adequately process the large number of initial requests from persons planning to operate a boarding facility nor make the periodical visitations to currently licensed homes. During the year an additional five registered nurses were recruited as boarding home inspectors. The function of licensing and supervising these homes was decentralized and an inspector was assigned to each of the district offices of the Department. Considerable emphasis was placed on improving the sanitation and safety standards of the various homes. The Department received excellent cooperation from the State Department of Public Safety and various local safety inspectors and fire chiefs in this matter.

The first step in a plan to decentralize the activities of the Division of Child Guardianship was realized on November 15th when the Springfield District Office was expanded to include Child Guardianship as well as Aid and Relief activities. Another significant change in the Child Guardianship Division was brought about with the adoption of substantial increases in the board rates used in compensating foster mothers who have children placed in their care.

The Field Audit Section of the Department, a group of workers who conduct fiscal reviews of all expenditures made by local Boards of Public Welfare for which Federal and State financial reimbursement is claimed, was expanded and decentralized. This section was formerly a unit of the Bureau of Accounts and worked





directly from the State House. Decentralization has brought the field auditors into the direct line of activity with local agencies and will promote closer understanding between the social service and fiscal personnel of the Department.

Two important changes in personnel occurred during the year: February 19, 1946 marked the appointment of Robert P. Curran of Brookline as Director of the Division of Aid and Relief. He succeeded Rollo A. Barnes of Hingham who had resigned in August to accept a position with the Boston Council of Social Agencies. Mr. Curran is a graduate of the Boston College School of Social Work and had considerable supervisory and executive experience in social service agencies in New York State prior to his entering the Armed Forces during World War II. In March, Mr. G. Frank MacDonald resigned from his position as Supervisor of Boarding Homes for the Aged to accept an appointment as Institutions Commissioner in the City of Boston. Miss Flora E. Burton, Supervisor of Social Service in the Department, carried on with Mr. MacDonald's work and accomplished the decentralization of the boarding home activity heretofore discussed.

At this time, the Commissioner wishes to acknowledge with grateful appreciation, the tremendous help that was given him at the time of his entry into the Department by the former Commissioner, Mr. Arthur G. Rotch. Mr. Rotch was most cooperative in assisting the Commissioner in taking over the manifold and complex duties which the position involves.



DIVISION OF AID AND RELIEF

Robert P. Curran, Director

The Division of Aid and Relief includes four subdivisions:

Subdivision of Supervisory Service  
Subdivision of Settlement  
Subdivision of Social Service to Tewksbury  
State Hospital and Infirmary  
Subdivision of Appeals

The reports of the supervisors of these subdivisions are  
herewith submitted.

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## DIVISION OF AID AND RELIEF

Robert P. Curran, Director

The functions of the Division of Aid and Relief are as follows: supervision of Old Age Assistance and Aid to Dependent Children programs which are administered by the City and Town Welfare Boards of the Commonwealth; the development of the standards and procedures for the administration of these programs; the disbursement and audit of State and Federal funds distributed under these programs; supervision and reimbursement of assistance given to persons not having a legal settlement under the so-called General Relief and Sick State Poor programs by local Boards of Public Welfare; reimbursement of expenses incurred for unsettled persons suffering from dangerous diseases, by local Boards of Public Health. Through the subdivision of Social Service, the Department carries out the responsibility for admission and discharge of patients at the Tewksbury State Hospital and Infirmary.

Throughout the year the Department continued to administer the two special Federal programs, Civilian War Assistance and Assistance to Enemy Aliens and Others, as the need has arisen. The Federal Government reimburses one hundred percent for expenditures made under these programs.

Because of the continued rise in the cost of living, the payments to recipients in all categories increased substantially during the year. In May, an upward revision in the budget allowances for food and fuel was made. During the year the average monthly assistance payment on Old Age Assistance increased from \$42.76 in June of 1945 to \$46.83 in June of 1946. More significant, however, is the steady rise in case load which was experienced during the year. The downward trend in case load experienced throughout the entire period of the war, December, 1941 to August, 1945, has been reversed since V. J. Day and a net increase in case load of 5,228 cases occurred during the fiscal year. This rise in case load is attributable in part to the relaxation of the requirement for relatives' contributions, but in the main, from loss of employment by aged persons due to the slackening of war industries. The average monthly payment per family on Aid to Dependent Children rose during the fiscal year from a monthly grant of \$80.32 in June, 1945 to \$84.38 in June, 1946. A case load rise of 1,089, bringing the total number of families on Aid to Dependent Children to 8,250 at the end of the year, was experienced. Again, this increase, commencing shortly after V. J. Day, represents a reversal of the steady downward trend experienced between December, 1941, Pearl Harbor, and the end of the War, during which time the case load decreased by more than 5,000 families. The rise during the current year is attributable to the lessening of employment opportunities for women and children during the post-war months. In the category of General Relief, an increase in monthly payments from \$32.10 to \$34.01 appears; case load increased from 13,100 to 14,044. None-the-less, this case load compares favorably with the 40,000 case load in receipt of General Assistance at the beginning of the War.

The most important legislative enactment which became effective during the current year was Chapter 683 of the Acts of 1945, which drastically liberalized the provisions of the Old Age Assistance law relating to support by children of recipients of assistance. This law became effective January 1, 1946, and established a greatly increased schedule of exemptions for legally liable children. Under the new schedules, single children in the home are exempt in the amount





of \$1500 income per year; single children out of the home in the amount of \$1750 per year. A married child is exempt in the amount of \$2750 a year irrespective of the income status of the spouse. In addition, a married person receives \$500 a year exemption for each additional dependent other than the spouse. Federal and State income tax payments are added to the basic exemption to determine the total exemption. A contribution of one-third of any surplus earnings beyond the amounts heretofore mentioned, is expected from the child. The effect of this law after six months of operation appears to be that 75 percent of the children required to contribute in whole or in part to the support of parents under the previous law are now relieved of this responsibility. The law further eliminated the criminal prosecution of children and substitutes a civil action to be commenced in a Superior Court of Equity as the method to be used when children fail to contribute. However, no court action has yet been necessary under the new law. This is a happy contrast to our previous experience when more than one hundred cases a month were being processed in the courts by various local welfare agencies.

Another important change which became effective in September was brought about by Chapter 441 of the Acts of 1945. This Chapter amends the Old Age Assistance Law to provide that recipients shall be allowed the services of the physician of their own choice. During the year each local welfare agency in the Commonwealth developed and secured approval from the Department of a local medical care program providing for choice of physician, fee schedules for payment of physicians' services, etc.

In the Aid to Dependent Children program, three changes occurred: Chapter 412, effective September 11, 1945, provides that Aid to Dependent Children payments shall be retroactive to the date of application; Chapter 567, effective October 8, 1945, provides that the needs of both the father and mother and older brothers and sisters under twenty-one years of age shall be considered in determining the amount of assistance to be paid to any family in which one or more "dependent children" reside. A third most important change which was enacted during the year will not be effective until September of 1946. This provision, Chapter 415 of the Acts of 1946, makes it mandatory that each Aid to Dependent Children case shall be assisted in accordance with budgetary standards which have been approved by the Department of Public Welfare. This is a most important change as studies in the past have indicated that many communities grant considerable less money to Aid to Dependent Children families than is required according to good nutrition and health standards.

Other important legislative changes included Chapter 583 of the Acts of 1945, increasing the Department's per diem hospital rate from four to five dollars; Chapter 668, Acts of 1945, providing for an additional payment not in excess of fifty dollars in certain cases of burial where cemetery charges are incurred; Chapter 240, Acts of 1945, extending the Confidential Records Law to include General Relief records; and Chapter 541, Acts of 1945, which provides that a person eligible for either Aid to the Blind or Old Age Assistance may exercise his choice between the two programs.

Several major organizational changes were effected in the Division during the year. The basic purpose behind these changes was to bring to the Field Services operation of the Department, the District Offices, as many activities as could properly be assigned to the field. The abolishment of the Bureau of Boarding Homes for the Aged and the decentralization of the functions of that unit to the District Offices, as later described in the report relative to boarding homes for the aged, was an important organizational change. This placed the responsibility





for licensing and inspecting boarding homes, nursing homes and convalescent homes directly under the Department's District Supervisors. The decentralization of the Field Audit Staff, formerly a unit of the Bureau of Accounts working directly from the State House, was a second important organizational change. The net effect of this new operational plan is to co-ordinate in the District office the various services of the Department as carried out by its staff of field representatives, field auditors, and nursing home inspectors.



## THE REPORT OF THE SUBDIVISION OF SUPERVISORY SERVICE

The Subdivision of Supervisory Service is the Field Operation's Unit of the Division of Aid and Relief. Through seven District Offices, located in Springfield, Worcester, Lawrence, Malden, Brockton, New Bedford, and Boston, the Department renders supervisory services in the public assistance field to the thirty-nine city and three hundred and twelve town Boards of Public Welfare.

During the fiscal year being reported, the activities of the Field Staff centered around two areas:

1. The unusually large number of legislative enactments during the year required development and distribution of considerable written plan material outlining the methods and procedures to be followed in carrying out these laws by local welfare agencies. A number of group meetings were scheduled throughout the Commonwealth at which time oral instructions implementing the written material were given. A sample of cases was studied in a number of communities to determine the degree to which local agencies were conforming with statutory revisions.
2. The administrative case review activity which had been started experimentally during the previous year was intensified and expanded with the result that all communities in the State were subject to a five percent case review in the programs of Old Age Assistance and Aid to Dependent Children during the year. Some of the results found in the case review are included at the end of this report.

The District Offices adjusted their operational functions on several occasions during the year to absorb activities which heretofore had been carried out on a centralized basis. The Department's activity in the area of complaints and inter-state inquiries, formerly a Central Office responsibility, was assigned to the District Offices, effective November 1, 1945, together with a new responsibility to be carried out on cases requesting fair hearings. These changes were brought about by an administrative memorandum from the Commissioner which said in part:

"Effective November 1, 1945, District Offices will assume responsibility for the following operations:

1. Acknowledging complaints to persons writing to the Department, whether directly or in behalf of an applicant for, or recipient of, public assistance.
2. Consultation either by means of correspondence or personal conference with local officials on complaints, by letter or telephone, on requests on behalf of an applicant for, or recipient of, public assistance.
3. Adequate reports on those complaint letters referred to the district office on which a report is requested, in addition to
  - a. A report, in triplicate, on complaints referred by the Executive Office to the Department
  - b. A single copy of a report of all complaints personally brought to the attention of the Commissioner.





4. Referral of Out-of-State inquiries related to social service problems to local boards of public welfare for information to be used in final reply to the Out-of-State agency. Acknowledgement to Out-of-State agency that the inquiry has been referred, noting the probable lapse of time before a final reply may be secured. Administrative decision will determine whether district staff members may be needed to assist local officials in handling certain inquiries. The responsibility for acknowledgment of legal settlement, or determination of legal settlement, is placed in the district office with the assignment to the settlement agent rather than another staff member.
5. When notified by the Supervisor of Appeals of a request for a fair hearing, the district office will forward a summary of the case to the Supervisor of Appeals within three (3) weeks. This will be used to apprise the referee of the facts prior to the hearing. The district offices are further responsible for conferring with local officials on the request for a fair hearing to determine whether an equitable adjustment can be made which would lead to the withdrawal of the request. The summaries forwarded by both the local and district offices may well include information that the request has been withdrawn as result of work by the field staffs. (The local board of public welfare will continue to be responsible for forwarding a summary to the Supervisor of Appeals within two (2) weeks after it is notified of the request for a fair hearing.)"

The Central Office files on complaints were segregated by districts and forwarded to the District Offices, and in each District a card system governing complaints, inter-state inquiries, and fair hearing requests was installed. These activities have brought about improved relations with local Boards of Public Welfare, have eliminated to a considerable extent the delays formerly experienced in handling inter-state correspondence, and have reduced by almost one-third the number of fair hearing cases which have required formal hearings and decision by an appeal referee.

The Field Audit Section of the Bureau of Accounts was decentralized and its staff assigned to the District Offices. Three field auditors were assigned in District I because of the large number of local units (102); two field auditors were assigned to each of the other District Offices except Districts V and VI which shared the services of a nurse inspector.

Considerable emphasis was placed during the year on studying the duties and responsibilities of the staff of field representatives. In many areas of the Commonwealth, particularly in rural communities, the Department, through its staff of field representatives, was continuing to give prior approval to individual case situations. Also the local board expected in many instances to clear each new application with the State worker before taking action itself. It was agreed that the Department was placing too little effort in the area of over-all administrative problems, management and organizational factors, and was attempting supervision of local agencies primarily by the analysis of individual case situations.

A beginning was made on revising the Administrative Review Process so that more attention could be focused upon the over-all operations of local agencies rather than individual case analysis. The head social workers of the District Offices will devote the major part of their time to case reviews and will meet frequently with the Department's Consultant on Case Reviews.





During the year the Department conferred on several occasions with representatives of the Division of the Blind; as the result of which, a joint working agreement was developed and issued in Bulletin Form. This bulletin outlines the procedures to be followed by all local Boards of Public Welfare and the Division of the Blind in referral of cases between agencies; in providing additional cash allowances in the assistance budget to cover special needs incident to blindness; and includes methods to be used in cooperative budget situations when Aid to the Blind and one or more other forms of public assistance are being received by members of the same household.

The following "CONCLUSIONS AND RECOMMENDATIONS" which were arrived at by the Department, after analysing the State-wide administrative case review already referred to, are included at this time for purposes of outlining the important areas wherein field service activity must be focused in the coming year....."It is conceded that the review was generally acceptable to local agencies as well as State staff. The difficulties encountered were less than the advantages. Both groups of workers became more conscious and aware of State requirements and more familiar with the Manual in relation to this activity. Locals were receptive because they felt that the purpose of the review in testing State procedures was a valid operation. They were interested in participating in this operation and made many suggestions and recommendations. The State workers as a result of the review are more aware of the function of the community and have a broader concept of its activity. From the Central Office viewpoint, the results of the review showed that there was good preparation of local communities, that the scheduling was done objectively, and that the suggestions made by the State staff, together with their ability to analyze the reactions of the local board, were very helpful for use in compiling a report on the total review process.

The pressures were heavy and the review appeared to be too comprehensive. Instability was created through the release of the material in sections rather than as a total procedure and without a period of experimentation. Very few communities had an adverse attitude towards the review. One district reported that one community felt that the State "was snooping" and a few other communities had a fear reaction. The authority for the review was questioned by at least one community, and in another the Federal review was questioned. The threat of disallowance was paramount until the explanation by the Field staff allayed this.

The field staff was particularly conscious that this activity should be performed by reviewers unless the workers were relieved of regular activity during the period the review was conducted. They felt that they could not do both assignments satisfactorily. The lack of full interpretation on instructions was evident to the workers. In relating the Federal review to the State review, using the same communities and schedules, it was found that very little benefit was derived. This planning should be separate. However, the workers are now more familiar with the Federal review process and its objectives. It was found that dates established for completion of certain portions of the review were not met and objection was raised from certain districts that such dates are always extended near the end of the time allotted. When a district has forced itself to meet the date established, an extension does not relieve them of the pressure which has been experienced. The feeling is that extension is anticipated and taken advantage of by some groups. A set policy should be developed whereby no extension of time is granted until conference has been held on the validity for such, and then it should not be State-wide, but on an exception basis only.

The local agencies, the State staff, and those in the Central Office who were concerned with the review processes are convinced that it is an excellent supervisory tool and a basis for determining the needs of a community. It is, therefore,





recommended that the review be a continuing process. It was evident that this review as conducted, requiring the Field Representatives in some districts to do the review simultaneously with regular assignments, was not completely satisfactory. Consequently, it is recommended that a study be made as to the possibility of using a different method of conducting future reviews. One recommendation is that a reviewing staff be responsible for the case scheduling, with the follow-up activity assumed by the Field Representative. Another recommendation is that the review be integrated with the regular activities and related so that the difficulties arising from the pressures would not be duplicated.

As a result of the review, several weaknesses were found which should be studied further, with revision of material where needed. It is recommended that the staff be given ample opportunity to become familiar with the schedules and instructions and total procedures, together with experimentation, before entering into the formal review. In revision of the schedules, consideration might be given to their use for more specific information in certain areas or as the bases for further District or State-wide study, e.g. in ascertaining that assets are properly investigated and verified, the amount and type of asset could be recorded on the schedule for further analysis.

Throughout all districts, the follow-up by disallowance, if any, and conferences on all matters were not completed, due to misunderstanding and lapse of time. It is recommended that timing of such conferences, and the manner in which they should be conducted, should be determined and that the length of time between the scheduling of cases and discussion on findings with the local agencies should be closer so that the relating of the schedules to the results of the administrative review may be more beneficial.

Practically every district recognizes the need for staff development, both local and State. This point was developed by certain Supervisors, with recommendations made. One of the recommendations is that full reports on reviews be available to the District Offices for use in staff meetings. Another point which was emphasized is that the Field staff is unable to evaluate the quality or adequacy of case recording unless they are better equipped by instruction to do so. The standards by which to measure the needs of the community as to social work or clerical staff are not well defined and, again, the staff feels inadequate in this capacity.

Supervision of the review varied with districts. In general, the same methods were used for discussion in staff meetings. In those districts where the review was related and a part of the State worker's function, additional supervision was given in regular supervisory conferences. Where it was considered as a special district project, staff meetings and discussions of the review schedules were held at infrequent intervals. The Central Office plan to return to the districts to discuss with individual workers, or in staff meetings, the interpretations which were applied on certain items was not completed. However, this is important and should be continued even at this point. It is recommended that a district staff meeting be held at which the State-wide and Federal findings are related to the district's findings. Following this, a conference with the Supervisors should be held to develop plans for future reviews and special studies based on the needs of the districts. Examination and discussion should also be included regarding the local conferences to ascertain the tenor and results. It is recommended that a program of staff development, utilizing State Consultants and others, be established for the benefits of both local and State staffs.

The Manual requirements presently in effect are considered by the majority of the workers to be too high or rigid for testing the administration of a local agency which is board administered or has only a part-time staff. There is a





definite need for revision of Manual policies and procedures in relation to establishing minimum standards which would be applicable to the smallest community. It is recommended that the Manual material be clarified and more liberal interpretation be allowed, with particular reference to such items as insurance, property ownership and transfer, assets, deserving citizen, and fitness of parent. Not only are the requirements of verification considered too high for certain types of local agencies, but there is confusion and some conflict in the Manual information. It is further recommended that the requirements to establish continuing eligibility be fully set forth and local agencies be advised that the minimum requirements are in effect and that penalties for failure to meet them will be imposed; and that consideration be given to the clarification of items of continuing eligibility, particularly all factors subject to change, and to a revision and simplification of budgetary procedures.

The criticism that the review is too comprehensive is made, with the suggestion that certain essential facts be determined on review and special studies or projects be devised with special items to cover the individual needs of any community.

One important conclusion which was reached was the need for a coordination of the services within the State Department, both in establishing review procedures and in analyzing the administration of a local agency. All reports which are sent into, or requested from, a community, whether fiscal or statistical, should be known to the Field staff. Several of these will be important for consideration in the conferences held with the community. A knowledge of the requirements upon locals from these Subdivisions would be helpful in discussing and planning with them from several angles. All financial matters where funds are either withheld or disallowed should be a part of the knowledge of the Supervisors, as in many instances the appropriate explanations are available and the relation between the Field Representative, District Office, and the local office is more constant than that of the field auditor. It is recommended that study be made of this situation with the intention of arriving at some means of coordinating more closely the services of the various Subdivisions."





ANNUAL REPORT FROM JULY 1, 1945 to June 30, 1946

Department of Public Welfare - Subdivision of Appeals

Louis R. Lipp, Supervisor

OLD AGE ASSISTANCE

CHAP. 118A, Sec. 3

The following report covers the number of Old Age Assistance and Aid to Dependent Children appeals received during the year July 1, 1945 to June 30, 1946. Using the total number of cases handled, cases approved were approximately 24%. The action taken by the Subdivision of Appeals in the matter of denials is subdivided into the reasons for such denials. It should be noted that the preponderance of the denials by the Subdivision of Appeals is based on the fact that present grant was sufficient to meet the needs of the recipient. This reason for denial covers cases in which requests for increases and decreases of grant by local board were the basis of such appeal.

In the wide variance of appeals filed by district, it is interesting to note that Districts IV and VII had far greater numbers of appeals. Both of these districts cover the large and densely populated metropolitan areas. On this basis, we should conclude that appeals are more prevalent in these areas by comparison with the rural districts in the state.

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Number of appeals pending June 30, 1945	303
Number of appeals received during above period	1654

APPEALS ACTED UPON:

DENIED	766
APPROVED	422
No action taken; aid granted by local board, etc.	13
Did not appear at scheduled hearings	69
Closed for various reasons by Subdivision of Appeals	19
Withdrawn voluntarily by appellants prior to hearings	440
Died	10
TOTAL	1739

REASONS FOR DENIALS BY SUBDIVISION OF APPEALS:

Present allotment meets budget of need	514
Sufficient resources	61
Excessive funds	48
Lack of proof of essentials (age, citizenship and residence)	30
Not in need	18
Wife has excessive resources	11
Unsatisfactory explanation of disposition of funds	13
Fraud	1
Transfer of funds, real estate	11
Ownership of property not occupied as a home	11
Excess insurance (including 1 excess cash surrender value)	17
Not deserving	12
Appeal filed more than 60 days, etc.	6
Ownership of personal property	1
Inmate of public institution	1
No application on file	2



OLD AGE ASSISTANCE ANNUAL REPORT JULY 1, 1945 to June 30, 1946 Continued

REASONS FOR DENIALS BY SUBDIVISION OF APPEALS: (Continued)

No request made to local board prior to filing appeal	4
Payment of dentures (payment already made)	1
Failure to secure authorization for moving expenses	1
Transportation by private ambulance not authorized	1
Extra medical payments denied	1
Clinic facilities available	1
TOTAL DENIED	766

NUMBER OF APPEALS RECEIVED BY DISTRICTS: 1654

District #1	133	District #4	291
District #2	104	District #5	162
District #3	166	District #6	110
District #7	688		

NUMBER OF HEARINGS HELD: 1268

NUMBER OF APPEALS PENDING JUNE 30, 1946: 218

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AID TO DEPENDENT CHILDREN APPEALS

CHAP. 118, Sec. 8

Number of appeals pending June 30, 1945	12
Number of appeals received during above period	121

APPEALS ACTED UPON:

DENIED	30
APPROVED	56
Did not appear at scheduled hearings	4
Closed, more than sixty days, etc.	1
Withdrawn voluntarily by appellants prior to hearings	23
TOTAL	114

REASONS FOR DENIALS BY SUBDIVISION OF APPEALS:

Present allotment sufficient	13
Sufficient income	6
Unsatisfactory explanation of disposition of funds	3
Retroactive payment denied--expenses incurred prior to appln.	1
Failure to measure up to ADC standards	3
Excessive personal property	3
Available resources	1
TOTAL DENIED	30

NUMBER OF HEARINGS HELD: 91

NUMBER OF APPEALS PENDING JUNE 30, 1946 19





SUBDIVISION OF SETTLEMENTS

Roy D. Merchant, Supervisor

The subdivision of settlements investigates the settlements of patients admitted to the Tewksbury State Hospital and Infirmary, State Farm (Infirmary Department), State Sanatoria, and the Massachusetts Hospital School, and generally supervises the settlement work of the division. There were six persons remaining in the Infirmary Department of the State Farm on June 30, 1946.

The facilities of the Infirmary Department are no longer available for the admission of dependent persons from cities and towns.

The following table is a summary of the work accomplished for the year ending June 30, 1946 in the examination and investigation of settlements of inmates of the State Institutions:

<u>Institutions</u>	<u>Examina- tions</u>	<u>Orders Issued</u>	<u>Settle- ments Found</u>	<u>No Settle- ment</u>	<u>Orders with- drawn</u>	<u>Total Cases Return- ed.</u>
Tewksbury State Hospital and Infirmary	1352	515	412	100	6	2385
State Farm	14	14	7	5	0	40
Lakeville State Sanatorium	153	116	106	5	0	380
No. Reading State Sanatorium	78	66	63	5	0	212
Rutland State Sanatorium	123	43	36	4	0	206
Westfield State Sanatorium	213	161	151	5	0	530
Massachusetts Hospital School	3	3	3	0	0	9
<u>TOTALS</u>	1936	918	778	124	6	3762

Total cases pending June 30, 1946 - 91



ANNUAL REPORT  
OF THE  
Subdivision of Social Service  
July 1, 1945 - June 30, 1946

The outstanding facts in this year for Social Service at Tewksbury State Hospital and Infirmary to report are: 1. The continued low patient population at Tewksbury; 2. The great demand for care of the chronically ill; 3. The continuous and increasing appeal for beds for the physically and mentally defective infants and small children and lack of facilities to meet the demands.

The patient population at the Tewksbury State Hospital and Infirmary continues to be low; 1,949 was the census for the last day of the fiscal year, June 30, 1946, and the highest daily census for the year 2,060 which indicates that employment continues plentiful and wages high. Admissions to Tewksbury always reflect economic conditions as they increase rapidly when employment begins to slacken, because our men who are unskilled or semi-skilled are the first to be laid off. Furthermore, the unemployment compensation has undoubtedly had its effect on preventing and delaying admissions, and O.A.S.I. insurance plus O.A.A. gives the aged more security in the community.

Although the total census is low, the admissions needing hospital bed care have increased in both the Men's and Women's Wards so that the 700 men's hospital beds have only a few vacancies, and the 250 women's hospital beds have been in such demand that a waiting list had to be established in September 1945. Applications from local hospitals and local Boards of Public Welfare have been cleared through Social Service and patients have been admitted on the basis of the medical emergency and social situation. As there are only twenty-six local infirmaries in the State equipped to give care to the chronically ill and aged sick, the towns and small cities are dependent on Tewksbury as a last and only resource. The commercial boarding and nursing homes may be used for O.A.A. recipients but they are not available to other relief recipients or persons of low income.

This year it has become increasingly evident that the greatest need in the State medical care program is adequate and reasonable resources for the chronically ill. Cooperative planning by both public and private hospitals in conjunction with health and social agencies would indicate better use of the few present resources and provide new facilities on a planned basis over a period of years to meet the demands in the several areas of the State. Research and treatment of chronic disease should be the center of any planned program together with supplementary hospitals such as Tewksbury for long-time and terminal care of the chronic sick.

The most appealing and distressing requests come from families for the placement of mongoloid and malformed infants and the mentally defective small children who may be also physically handicapped. Tewksbury with eighty cribs for these children, and over-crowded Wrentham State School are the only resources in the State. The waiting list for Tewksbury is never less than sixty which means that only the most urgent cases can be admitted, and vacancies occur only when the children die. The social and emotional situations in families of such children are tragic and heart-breaking and need more immediate service than can now be given to prevent greater catastrophes.





### Men

On July 1, 1946 there were 1,138 men, of whom 211 were in the insane wards. 700 were in the hospital wards, 227 were in the convalescent and ambulatory wards. The able-bodied unemployed men, who were so frequently housed for the winter, are seldom admitted, as local Boards of Public Welfare now provide general relief for temporary unemployment and the Social Security Benefits have helped to reduce this group of residents. The shelters which were so over-crowded in the depression days have been closed since 1941.

Chronic alcoholism continues to be one of the most difficult problems and for which there is no effective treatment either in the institution or in the community. 168 men were admitted with the diagnosis of alcoholism or conditions due to excessive drinking. 59 cases of tuberculosis were diagnosed on general physical examination; were isolated until transferred to Rutland State Sanatorium. Many terminal cancer patients are admitted for expert nursing and medical care.

### Women

On July 1, 1946 there were 711 women, 357 were in the insane wards and 354 in the general medical wards. The hospital wards have 250 beds which are continuously filled with chronically ill or aged sick women. The waiting list is not more than 15 or 20, but as the turn-over of patients is slow the applications are pressing. Fortunately, there are always available beds for terminal cancer.

89 women were admitted for confinement, 29 of whom were wards of the Industrial School at Lancaster. The rehabilitation of the unmarried mothers and the children born out of wedlock present difficult and serious problems to whom are assigned three social workers who are particularly understanding and skilled in assisting these young women.

### Children

On July 1, 1946 there were 144 children under 21 years of age, 117 under 15 years of age were in the Children's Hospital. 85 of these children are mentally defective and are awaiting admission to the State Schools for the feeble-minded; of whom 64 were under 3 years of age (19 mongolism, 6 hydracephalus and other anomalies causing mental deficiency); 32 were normal infants born in the Maternity Ward and awaiting placement with their mothers or in foster homes. Of the children between 15-21 years of age, 10 were mentally defective awaiting commitment to feeble-minded school; 10 were girls from Lancaster Industrial School awaiting confinement; 7 had incurable chronic diseases.

If the Department of Mental Health could accommodate in its own Institutions the 568 committed insane, the 100 feeble-minded children now temporarily placed at Tewksbury for their own and the community's protection, the wards and buildings thus vacated would give ample space for the much needed and better service to the chronically ill.

The Social Service Staff is at the Institution daily except Saturday and Sunday to interview new patients who may have problems or worries which need attention while they are in the hospital and later to make plans with them when ready for discharge to return to the community. This involves contacts with family, friends, social and health agencies, employers, etc. who may help in the rehabilitation of the patient. Interpretation to the patient, to the doctors and to the family, of the medical and social needs is the chief function of Social Workers in a hospital so that all persons interested may work together for the recovery of the patient and his return to normal living.



The case-loads of the Social Workers vary in number according to the type of illness and social situations involved. The chronically ill person may have problems needing to be adjusted for a long or terminal stay in the hospital - others need very little service other than friendly bedside visits. The unmarried mothers and their babies need much service in preparation for return to the community and many continue to need and want frequent advice and interest sustained over long periods of time. Support for the children is obtained from the fathers whenever possible by agreement or court action. Older patients are assisted to obtain O.A.A. and others are referred for general relief until employment is secured.

Applications are frequently received directly at the office from social agencies for case-work service or transportation service. To prevent unnecessary admissions to Tewksbury, plans are made to give interim relief outside of the institution.

Referred for transportation to other states	---	19
By Travelers' Aid Society	---	17
Single persons	---	16
A mother and three children	---	1
By Mass. General Hospital	---	2
Two single persons		

Relatives or public authorities had agreed to receive and provide for applicants on arrival before transportation was granted to the desired destination.

#### Students in Training

One student from the Simmons School of Social Work wrote her thesis for her Masters Degree on the study of records of 50 unmarried mothers who had retained the responsibility of the child for at least eight years. The completed study is very interesting to the staff for it points up the success and failures of the case-work services as given to this group of patients.

#### Acknowledgement

The Supervisor and the Staff wish to express their appreciation for the cooperation and interest received from the Commissioner, and the Superintendent and Staff of Tewksbury State Hospital and Infirmary.





WOMEN AND CHILDREN ADMITTED TO TEWKSBURY STATE HOSPITAL AND INFIRMARY

DURING THE PERIOD, July 1, 1945 to June 30, 1946

AGES OF ADMISSION

Births	65 (5 stillborn)
Under 1	19
1 to 7	13
7 to 16	12
16 to 21	62
Over 21	<u>154</u>
	325

SOURCES OF ADMISSION

<u>Under 1:</u>	
Boards of Public Welfare	9
Institutions Registration Dept.	9
Industrial School for Girls	<u>1</u>
	19
<u>1 to 7:</u>	
Boards of Public Welfare	9
Institutions Registration Dept.	2
Division of Child Guardianship	<u>2</u>
	13
<u>7 to 16:</u>	
Boards of Public Welfare	8
Division of Child Guardianship	1
Industrial School for Girls	2
Institutions Registration Dept.	<u>1</u>
	12
<u>16 to 21:</u>	
Boards of Public Welfare	15
Division of Child Guardianship	2
Industrial School for Boys	2
Industrial School for Girls	25
Institutions Registration Dept.	<u>18</u>
	62
<u>Over 21:</u>	
Boards of Public Welfare	96
Institutions Registration Dept.	56
Other Institutions	1
Schools for Feeble-Minded	<u>1</u>
	154

DISEASES AT ADMISSION

<u>Under 1:</u>	
Feeble-Minded	12
Infancy	5
Miscellaneous Diseases	<u>2</u>
	19
<u>1 to 7:</u>	
Feeble-Minded	5
Miscellaneous Diseases	<u>8</u>
	13
<u>7 to 16:</u>	
Feeble-Minded	1
Pregnant	2
Miscellaneous Diseases	<u>9</u>
	12
<u>16 to 21:</u>	
Cancer	2
Gonorrhea	1
Heart	2
Miscellaneous	15
Pregnant	40
Syphilis	<u>2</u>
	62
<u>Over 21:</u>	
Arteriosclerosis	35
Cancer	8
Heart	23
Mental	5
Miscellaneous Diseases	50
Pregnant	29
Syphilis	3
Tuberculosis	<u>1</u>
	154



WOMEN AND CHILDREN DISCHARGED FROM TEWKESBURY STATE HOSPITAL AND INFIRMARY  
DURING THE YEAR ENDING JUNE 30, 1946

Absconded (against advice) .....	8
Boys Parole .....	1
Court .....	1
Employment .....	23
Employment with child .....	20
Division of Child Guardianship .....	10
Feeble Minded Schools .....	5
Girls Parole .....	48
Other Institutions .....	5
Place of Settlement .....	10
Relatives and Friends .....	96
State Hospitals .....	<u>14</u>
	241
Deaths .....	65





MEN ADMITTED TO TEWKSBURY STATE HOSPITAL AND INFIRMARY

DURING THE YEAR ENDING JUNE 30, 1946

AGES OF ADMISSION

21 to 40	93
41 to 60	425
Over 60	<u>509</u>
	1027

SOURCES OF ADMISSION

<u>21 to 40:</u>	
Boards of Public Welfare	51
Institutions Registration Dept.	<u>42</u>
	93

<u>41 to 60:</u>	
Boards of Public Welfare	186
Institutions Registration Dept.	238
State Farm	<u>1</u>
	425

<u>Over 60:</u>	
Boards of Public Welfare	297
Institutions Registration Dept.	206
State Farm	4
Other Institutions	<u>2</u>
	509

DISEASES AT ADMISSION

<u>21 to 40:</u>	
Alcoholism	11
Epilepsy	2
Heart	3
Mental	4
Miscellaneous	72
Tuberculosis	<u>1</u>
	93

<u>41 to 60:</u>	
Alcoholism	56
Arteriosclerosis	58
Cancer	4
Epilepsy	5
Heart	29
Mental	2
Miscellaneous Diseases	247
No Disease	2
Syphilis	1
Tuberculosis	<u>21</u>
	425

<u>Over 60:</u>	
Alcoholism	29
Arteriosclerosis	158
Cancer	16
Heart	84
Mental	10
Miscellaneous Diseases	191
No Disease	8
Syphilis	1
Tuberculosis	<u>12</u>
	509

No. of men discharged .....	801
Absconded (against advice) .....	289
Board of Health .....	2
Court .....	7
Employment .....	70
Old Age Assistance .....	13
Other Institutions .....	60
Other States .....	8
Place of Settlement .....	26
Relatives and Friends .....	55
Without Investigation .....	271

Deaths ..... 252



A N N U A L R E P O R T

FOR THE YEAR ENDING JUNE 30, 1946

INSPECTION OF LOCAL INFIRMARIES

ASSISTANCE TO ENEMY ALIENS

CIVILIAN WAR ASSISTANCE

BOARDING HOMES FOR THE AGED

BUREAU OF RESEARCH AND STATISTICS





INSPECTION OF LOCAL INFIRMARIES

FOR 1945 - 1946

This year the Department was fortunate to secure the capable services of Miss Hannah Adams, Research Bureau of the Greater Boston Community Council, to make a study and survey of the local infirmaries in the State. An Advisory Committee of social workers, physicians, members of local Boards of Public Welfare was appointed to advise and direct the study. A copy of this study is attached as evidence that the requirement of annual visitation has been met.

The method of study required a visit to each of the eighty-nine infirmaries which included a detailed schedule with summary of the infirmary inspection, together with a conference with local Board of Public Welfare. Findings of this study in brief: 89 local infirmaries had a population of 3,903 with a bed capacity of 6,178. The occupancy rate was 63%, or 2,277 vacancies, - Very few of which could be used for persons needing nursing care. The 26 larger infirmaries were partially equipped to give nursing and medical care, but needed more trained personnel and better equipment. The smaller infirmaries were suitable to take only ambulatory persons and many could become attractive boarding homes. In general the buildings were old but in fair condition. The per capita cost per week ranged from \$2.00 to \$20.00, but the average was between \$10.00 - \$11.00 a week. Large farms attached to infirmaries have been sold so that half of the infirmaries cultivate less than 5 acres and 24 sell a few products. In general the personnel was not adequate in training or in number, and salaries too low.

It is hoped that local Boards of Public Welfare will read carefully the study, especially the recommendations which, if followed, would do much to make the local infirmary a truly useful social asset to the community.



ASSISTANCE TO ENEMY ALIENS AND OTHERS  
AFFECTED BY RESTRICTIVE GOVERNMENTAL ACTION

Executive Order #38, signed November 18, 1942, established a program which enabled the Commonwealth to assist dependents of persons interned as enemy aliens or those in need because of restriction. All expenditures were reimbursed by the Federal Government, including administrative expenses. The early activity of this program was in serving and assisting needy dependents of interned persons, and in 1944 the program was extended to cover the resettlement of Japanese citizens and American citizens of Japanese extraction who were removed from the California area by military order. The latter program was in cooperation with the War Relocation Authority.

The activity of the program in Massachusetts was limited, and from 1942 to the end of 1946 only 11 cases involving 24 persons were rendered assistance or service. Funds were expended in accordance with Federal policies and procedures with State responsibility for administering the program.

Cases assisted included three families of detained or restricted German citizens and only one under the Japanese enemy classification. Seven families were referred by the War Relocation Authority for planning and assisting their resettlement in Massachusetts. Two of these were returned to their native California when permission for re-entry was available, as they were unable to make adjustment in the new environment.

The total expenditures for the program were \$2,837.76. Originally, the State appropriated funds and claimed Federal reimbursement. As of July 1, 1945, Federal funds of \$2,000 were advanced and expenditures deducted. In July 1946, the Federal appropriations were terminated and the unexpended balance of \$1,351.31 was refunded to the Social Security Administration in October.

Both public and private agencies cooperated in plans and services to this group. In spite of the hardships imposed by their removal and loss of homes, the attitude of those affected was not antagonistic but hopeful.





CIVILIAN WAR ASSISTANCE

July 1, 1945 - June 30, 1946

Executive Order #30, dated July 16, 1942, established the basis upon which Massachusetts could accept Federal funds and issue procedures in cooperation with the Massachusetts Committee on Public Safety Evacuation Division. Executive Order #54, dated June 1, 1943, cancelled Executive Order #30 and clarified certain responsibilities. Funds were appropriated by the State to be used for evacuation of persons from restricted areas, to meet the needs of persons affected by enemy action or danger thereof, or for service and assistance to United States citizens, and/or their dependents under 18 years of age, who have been interned or stranded and repatriated to the United States. All persons were advised that reimbursement of funds advanced to them could be made as soon as possible. At first, all the applications were made by injured Merchant seamen or their dependents whose needs were the result of enemy action. Early in 1945, the first applications from repatriates were accepted, and during this fiscal period service to the seamen was discontinued and the emphasis of the program directed to repatriated citizens only. The countries from which these people were repatriated were Poland, Italy, Greece, France, Rumania, and China.

Prior to 1945, all cases were handled at Central Office. In July 1945, the District Offices were asked to assume the responsibility for supervision, and local agencies were asked to render aid directly and request reimbursement in accordance with procedures issued by the Department. In this fiscal period, 5 cases were continued from the previous year; 10 new cases received service only, and 29 were granted assistance. In the latter, there were 79 individuals aided.

With the change in procedures, no State funds were appropriated but Federal funds were advanced in the amount of \$15,000. Local Boards of Public Welfare were reimbursed from these funds after information establishing eligibility had been submitted and the bills had been examined by the State. Consultant and supervisory service was available from Central Office, for which Federal reimbursement was made.

Expenditures for this period totaled \$10,267.33 including administrative expenses of \$364.01, and \$354.52 was received by the Commonwealth from persons to whom assistance had been rendered. Maintenance needs of \$6,161.73 were provided. Household furnishings totaling \$1,402.04 were purchased for several families, some for complete rehabilitation, some to supplement gifts and donations from relatives and private agencies. Transportation amounting to \$652.08 was furnished to repatriates arriving in Boston whose destinations for permanent residence were in other states. Medical and dental services were provided by the United States Public Health Service. The cost of services which the hospital was unable to provide, or of medical needs of persons living outside the metropolitan area, were met from Civilian War Assistance funds. This was a small expenditure of \$275.39. The balance of the expenditures covered special and miscellaneous needs.

Those persons who selected Massachusetts for residence were aided for a temporary period and were granted services in establishing a home, learning English, purchasing clothing, and procuring employment. The Massachusetts Employment Service was very cooperative, as were church agencies, the Family Welfare Society, and the Basic English Class at Harvard College. The International Institute cooperated by offering social contacts and opportunities for the newcomers.





ANNUAL REPORT  
on  
BOARDING HOMES FOR AGED  
JULY 1, 1945 - JUNE 30, 1946

This Division of the Department's Service which operates under Chap. 121, Sect. 22A has been very much handicapped by lack of personnel in its licensing procedures and inspections and not until December 1945 was the need sufficiently recognized to obtain suitably trained and adequate personnel. The Director, Mr. G. Frank McDonald, who resigned in January 1946 to become Commissioner of Institutions for the City of Boston for many years had worked alone doing an impossible assignment very well until last year when he was given the assistance of a graduate nurse and a social worker. This year in December two graduate nurses were added, and in March two more graduate nurses were assigned so that each Welfare District Office had a boarding home inspector working under the immediate supervision of the District Director and meeting monthly at the Central Office for general supervision, coordination of policy and procedure, and the development of uniform standards of inspection and care of persons boarding in the proprietary Homes.

More frequent visitation to the Homes at first brought resentment from the proprietors but gradually they recognized they needed the help and advice which the trained personnel had to offer. As the Homes had been originally built for family living, the construction and room arrangements had been modified with little regard for safety to meet the needs of a small institution. Public Safety Inspectors, local fire inspectors, and wire inspectors were asked to approve new applications and all homes as they came up for renewal of license before a license would be issued. This took many months as inspections were slow, repairs, and recommendations expensive and extensive with supplies difficult to obtain.

Throughout the year the inspectors emphasized public safety protection for all homes and strict observance of quota of boarders to prevent over-crowding which had been evident in many homes. The homes were very much understaffed due to the shortage of nursing service every where and quotas were sometimes reduced in proportion to personnel.

As of July 1, 1946 --

Approximate Boarding Homes for the Aged licensed.....	800
Approximate population in Homes .....	7,000
Approximate population receiving OAA in Homes .....	3,500
Approximate population receiving other forms of public assistance .....	500
Approximate population private patients .....	40%

The Homes are scattered over the State, with the concentration of homes in the larger cities - Western Mass., District I, had 63 homes; the Cape, District VI, had only 40 homes - while Boston, District VII, had 130-140 homes. More than half of the homes were caring for both nursing care and ambulatory patients and vary in size from 3 to 50, but the average number was 12 - 15 residents.

To help proprietors in buying food, preparing and serving menus of nutritious food, the Department's Home Economics Consultant arranged a series of discussion groups for the proprietors in convenient localities in the District. These have been so much appreciated that they will continue next year.





The licensing of boarding homes for the aged should be carefully and intelligently done so that those who live in them feel more secure with this protective service and their relatives and friends may be reasonably sure of good care and kindness. Inspection is an educational process, not a police check, for the proprietors and the inspectors, who should be graduate nurses, not only with keen observation and her personal knowledge of care of sick, but a consciousness of the human as well as physical needs.

The Department seeks cooperation of physicians, social workers, and other individuals visiting these homes to keep it informed of any abuses, neglect or harsh treatment so that such conditions may be investigated and corrected as soon as possible.

Standards of care are improving, but there is much yet to be done as always in any program serving people.



## BUREAU OF RESEARCH AND STATISTICS

The Bureau of Research and Statistics completed nine and one half years at the end of June 1946. The personnel, 25 persons, appointed under Civil Service regulations, consists of a Supervisor of Welfare Statistics assisted by a Principal Statistical Clerk, Senior Statistical Clerks, Junior Clerks and a Stenographic force.

The functions of the unit include collecting, compiling, analyzing and publishing statistics of the principal types of relief which may be enumerated as follows:

1. Statistics of assistance and aid administered under the provisions of Titles I and IV of the Social Security Act: Title I -- Grants to States for Old Age Assistance, and Title IV -- Grants to States for Aid to Dependent Children. These Titles require that the State agency administering Old Age Assistance and Aid to Dependent Children shall make reports in such form and containing information as the Social Security Board may, from time to time, require and shall comply with such provisions as said board may find necessary to assure the correctness and verification of the reports.
2. Statistics of General Relief administered under the laws of the Commonwealth and the regulations of the Department of Public Welfare. This information is submitted by every city and town in the Commonwealth each month on prescribed forms and is combined by the Bureau into district and state totals.
3. Statistics of other types of aid and assistance administered by other states and federal agencies in furtherance of the policy to develop the Bureau as a clearing house for all kinds of statistical information relative to the entire Social Security program. Therefore, the Bureau has maintained tabulations of data secured from the following local agencies;--Department of Education, Division of the Blind, Federal Old Age Insurance; Unemployment Compensation Commission.
4. Statistics with respect to matters closely associated with relief. Tabulations are maintained by the Bureau on employment data compiled and published by the Department of Labor and Industries; the Index of Industrial Activity in Massachusetts compiled by the State Planning Board; the Cost of Living Index published by the Department of Labor and Industries, Division on the Necessaries of Life; other miscellaneous statistical information which may be used in describing or analyzing the Relief situation. To all these cooperating agencies we here extend our acknowledgment for the permission granted to us to republish their figures.





During the period July 1945 through June 1946 the Aid to Dependent Children case load continued to rise slowly from 7 095 cases for July 1945 to 8 250 cases in June of 1946. Expenditures, while showing a decrease for July and August, showed a substantial increase in each of the remaining months of this period reaching \$696 131 in June 1946.

TABLE II

Aid to Dependent Children

July 1945--June 1946

<u>1945</u>	<u>Families</u>	<u>Children</u>	<u>Amount Expended</u>	<u>Av. per family</u>	<u>Av. per child</u>
July	7 095	17 486	\$ 566 706	\$79.87	\$32.41
August	7 048	17 380	563 125	79.90	32.40
September	7 118	17 619	571 078	80.23	32.41
October	7 214	17 893	596 508	82.69	33.34
November	7 356	18 248	617 961	84.01	33.86
December	7 488	18 634	637 058	85.08	34.19
<u>1946</u>					
January	7 676	19 123	655 572	85.41	34.28
February	7 840	19 545	675 909	86.21	34.58
March	7 962	19 806	684 608	85.98	34.57
April	8 105	20 208	693 825	85.60	34.33
May	8 217	20 475	692 669	84.30	33.83
June	8 250	20 593	696 131	84.38	33.80
Total	91 369	227 010	\$7 651 150	\$83.74	\$33.70



From a low of 3 222 family cases receiving General Relief in July of 1945 a steady increase continued until April and the last two months of the year showed a sizable decrease. Single-person cases followed this same trend.

TABLE III

General Relief

July 1945--June 1946

<u>1945</u>	<u>No. of families</u>	<u>No. of single residents</u>	<u>Total No. of cases</u>	<u>Amount expended</u>	<u>Av. per family</u>	<u>Av. per single resident</u>	<u>Av. per case</u>
July	3 222	8 837	12 059	\$ 390 112	\$45.79	\$27.45	\$32.35
Aug.	3 259	8 918	12 177	409 980	46.94	28.82	33.67
Sep.	3 448	8 890	12 338	402 609	44.43	28.06	32.63
Oct.	3 582	8 916	12 498	440 223	49.15	29.63	35.22
Nov.	3 690	8 938	12 628	447 121	48.56	29.98	35.41
Dec.	3 877	9 024	12 901	481 462	51.93	31.04	37.32
<u>1946</u>							
Jan.	4 611	9 144	13 755	502 532	48.66	30.42	36.53
Feb.	5 428	9 376	14 804	540 293	48.12	29.77	36.50
Mar.	5 771	9 298	15 069	586 151	51.58	31.02	38.90
Apr.	5 104	8 987	14 091	498 496	45.02	29.90	35.38
May	4 494	8 989	13 483	494 322	48.92	30.53	36.66
June	4 083	8 904	12 987	441 704	46.58	28.25	34.01
Total				\$5 635 005			
Mo.av.	4 214	9 018	13 233		\$48.12	\$29.58	\$35.49





In addition to the regular periodic reports submitted by the Bureau to Washington and used by the department, there are frequent calls for special reports or tabulations which usually describe some particular phase of the relief situation in more detail than can be obtained from the regularly published reports of the Bureau. The much greater number of such requests this year as compared with last year indicates not only the growing interest in the welfare problem from a statistical viewpoint, but, in a measure, evaluate the work of the Bureau as a public agency. Such organizations as chambers of commerce, taxpayers' associations, private welfare units and Universities frequently ask for data which the Bureau has available and such requests are always welcome.

During the past year the legislature has become increasingly aware of the vast fund of information available in this Bureau that is valuable to them in studying proposed changes in the law. It has been very gratifying to members of this Bureau who have worked diligently to build up this fund of information to see their efforts rewarded by the use of the information not only by the Department and the above mentioned organizations but by the Committees of the Legislature and its individual members.

The collection of figures on local Aid to Dependent Children administrative expenses continued during the year as a regular reporting procedure for which the Bureau made up reporting forms and instructions for the use of the local boards. This information is collected semi-annually so that reimbursement to the state, cities and towns from federal funds for Aid to Dependent Children administration expenses will be forthcoming.

Some minor changes were made in our basic report forms due to changes in reporting requirements or changes in the law. Except for these changes, the collection and compilation of our basic statistical data continued much the same as in the previous year.

Figures were prepared by this Bureau for the Commissioner on Taxation for the distribution to the various cities and towns of their share of the meal tax.

During this period a study on the cost of Medical Care in Public Assistance was begun in April and the Study will run through September 1947. This study which is being made in 19 cities and towns throughout the State is a major project for the Bureau and is probably the biggest single job ever to be attempted by the Bureau. It is hoped that the results may be ready by the end of the 1947 fiscal year.

In conclusion, it may not be amiss to state that the Bureau has progressed tremendously in the past year. It has come to be recognized as a source of very valuable information by the Department as a whole and by many outside persons dealing with relief problems. Research work and forecasting is now being done by the Bureau to a limited extent. Efficient and effective services to the Commissioner and other policy making officials of the Department and the Legislature, to the cities and towns and to all state agencies, public or private are among our main objectives. The interchange of information among the various agencies concerned with the Social Security program has been and will continue to be encouraged by the Bureau. Finally we wish to thank all the many cooperating individuals and agencies for their assistance during the year with the assurance that any facts or figures in our possession are always available to them.



PART II

PRIVATE CHARITABLE CORPORATIONS

Annual Report for the Year Ending June 30, 1946





## PART II

### PRIVATE CHARITABLE CORPORATIONS

Patrick A. Tompkins, Commissioner

#### Supervisors

Miss Florence G. Dickson

Miss Mary C. Robinson

Miss Alice M. McIntire

Government supervision of private charitable corporations is provided in three legislative enactments, the first of which requires the Department of Public Welfare to investigate all applications for charitable charters, while the second and third call for annual inspection and annual reporting. In the following pages of this part of the report the functions of the department and the year's work under these several statutes are explained. This statement is followed by a tabulation of some of the essential figures showing the financial condition of the various charities.

#### INVESTIGATION OF CHARITABLE ORGANIZATIONS SEEKING INCORPORATION

General Laws (Ter. Ed.) Chapter 180, section 6, provides that the department shall investigate, give a public hearing, and report its findings to the Secretary of the Commonwealth, in all cases of charitable organizations which seek a certificate of incorporation. During the year ending June 30, 1946, 68 applications for charters have been referred under the provisions of this statute. The department has completed its investigation, given hearings and reported on 65 applications, including 10 received prior to the beginning of the year.

Action has been taken by the Secretary of the Commonwealth on 58 applications as listed below. All of these petitions have been approved and charters issued.

Allerton Hospital  
Americal Division, Inc.  
American Cancer Society (Massachusetts Division), Inc.  
Archbishop Cushing Charity Fund, Inc.  
Bay State Schools (Incorporated), The  
Bingham Associates Fund of Massachusetts  
Borkum Family Charity Fund, Inc.  
Braggville Community Club, Inc.  
Braintree Post #1702, V. F. W. Building Association, Inc.  
Catholic Charitable Bureau of Boston, Inc.  
Community Nursery School, Incorporated  
Cretan's Association Minos, Inc.  
Davenport Memorial Foundation  
East Bridgewater Public Health Nursing Association  
Fairview Lodge & Boys Club, Inc.  
Fay and Herman Geist Foundation Inc.  
Federation of American-Hellenic Societies of  
Massachusetts, Inc., The  
Finkelstein Family Charity Fund, Inc.  
Foundation for Vision, Inc.



Franciscan Missionaries of Mary, Inc., The  
George C. Clarke Post No. 801 V. F. W. Building Corporation  
Girls Clubs of America, Inc.  
Greater Boston Development Committee, Inc.  
Grey Nuns Charities, Inc., The  
Haverhill Girl Scout Council, Inc.  
Henry Hornblower Fund, Inc.  
Hugh Cabot Memorial Fund, Inc.  
Junior League of Holyoke, Massachusetts, Inc.  
Keystone Charitable Foundation, Inc.  
Lancaster Current Topics Club, Inc.  
Lion's Aid Canteen, Inc.  
Mental Rehabilitation Committee, Inc.  
Methuen Memorial Music Hall, Inc.  
Monsieur H. Laham Foundation, Inc., The  
Mount Hope Hospital, Inc.  
New England Council of Young Israel, Inc.  
New England Federation of Humane Societies, Inc.  
Newton Tuberculosis and Health Association Inc.  
Palestine Research Associates  
Particular Council-Society of St. Vincent de Paul  
of the City of Lawrence  
Pontos Society, Inc.  
Propagation of the Faith of Boston, Inc.  
Saint Ann's Mission Club Inc.  
St. Columban's Foreign Mission Society  
Salesian Society, The  
Shrewsbury Girl Scout Council, Inc., The  
Social Service League of Cohasset, Inc.  
Syrian Relief Association of Boston, Incorporated  
Town of Douglas Servicemen's Fund, Inc., The  
Veteran's Home Inc.  
Waltham Hospital Associates, Inc.  
War Mothers Home Inc. (applied as United War Mothers, Inc.)  
Western Branch, Massachusetts Society for Social Hygiene, Inc.  
Westfield Pops Concerts, Incorporated  
Wilmington Community Fund, Inc.  
Winchester Community House, Inc., The  
Woman's Society of Christian Service of the New England  
Conference of The Methodist Church, Inc.  
Zshashkover Aid Society of Boston, Inc.

#### SUPERVISION OF CHARITABLE CORPORATIONS

General Laws (Ter. Ed.) chapter 121, section 7, requires the Department of Public Welfare, upon the request or with the consent of a charitable corporation, to make annual inspection or investigation of such corporation.

During the past year supervision of incorporated charities has been continued through visits and conferences by the supervisors. There have been 143 inspections involving many consultations and visits to institutions.

There have been 389 inquiries regarding particular charities and general matters related to the field of private charity.





## NUMBER AND CLASSIFICATION OF INCORPORATED CHARITIES IN MASSACHUSETTS

Of the 1,497 charitable corporations which made returns to this department during 1946, 135 are homes for the aged; 147 are hospitals, sanatoria and other institutions for the sick; 148 are nursing societies and other health agencies; 271 are agencies giving family service and relief; 133 are child-serving agencies; 201 are youth agencies; 101 are settlements and neighborhood centres; and 139 are federations, foundations, and community chests. The remaining 222 form a miscellaneous group chiefly civic or eleemosynary in their nature.

### ANNUAL REPORTS OF CHARITABLE CORPORATION

General Laws (Ter. Ed.) chapter 180, section 12 provides that a charitable corporation incorporated within this Commonwealth must make to this department an annual financial return on or before the first day of November in each year, and further provides that if any corporation fails for two successive years to make the report, the Supreme Court may decree its dissolution. Figures from the financial reports of corporations for the last year are given on the following pages. The abstracts are arranged in alphabetical order.

An analysis of the returns made in 1946 showed the total property, real and personal, of all these charities to be \$430, 440, 404. Subscriptions and donations amounted to \$25, 230, 179. Total current receipts were \$89,765,515. Total current expenditures were \$87,401,730. Total paid for salaries and wages amounted to \$34,553,205.

### CORPORATIONS DISSOLVED

In 1946, 15 corporations were dissolved by decree of the Supreme Court. The list follows:-

American Youth Council of Springfield, Inc.  
Cantabs Club, The  
Caravan Club, Inc.  
Christmas Arcade, Inc.  
Greenfield Young Men's Christian Association, The  
Lincoln Aid Association  
Lynn Home for Children  
Lynn Women's Clubhouse Corporation  
Mary Catherine Keith Foundation, Inc.  
Mass. Branch of National Association on Indian Affairs, Inc.  
North End Community Center, Inc.  
Polish Home of the Little Flower, Inc.  
Resthaven Association, Inc.  
Swedish Home of Peace ("Fridhem")  
Washington Street Day Nursery of Somerville

### REGISTRATION OF FOREIGN CHARITABLE CORPORATIONS

General Laws (Ter. Ed.) chapter 180, section 12A, requires a charitable corporation incorporated elsewhere than in Massachusetts, which engages in charitable work or raises funds within the Commonwealth, to file with the department (1) a true copy of its charter or certificate of incorporation, (2) a true copy of its constitution and by-laws, and (3) an annual report on or before November first. Approximately 52 corporations organized outside Massachusetts filed reports under this statute during the year.



## NO ENDORSEMENT OF PRIVATE CHARITABLE ORGANIZATIONS

The Department of Public Welfare endorses no private charitable organization or agency. This rule is absolute, regardless of the known standing of any such society. Inspection and publication of the annual return in this volume do not mean approval; on the contrary, inspection may mean the discovery of conditions calling for condemnation. No agency is warranted, therefore, in using the fact of inspection in such manner as to lead the public to believe that the department approves or in any sense commends its work.





Mass. : Dept. of Public Welfare.  
Annual report, 1947.

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THE COMMONWEALTH OF MASSACHUSETTS ;

DEPARTMENT OF PUBLIC WELFARE

Patrick A. Tompkins, Commissioner

To the Honorable Senate and House of Representatives:

The Twenty-eighth Annual Report of the Department of Public Welfare, covering the year from July 1, 1946 to June 30, 1947, is herewith respectfully presented.

Members of the Advisory Board of the

DEPARTMENT OF PUBLIC WELFARE

Date of Original Appointment	Name	Residence	Date of Expiration
12/ 1/35	Mary W. Roberts	Chestnut Hill	1/31/48
9/ 8/43	Rev. James H. Doyle	Boston	1/31/50
3/21/45	Lillian R. Ostrows	Boston	1/31/48
2/20/46	Albert F. Doyle	Brockton	1/31/50
2/20/46	Rabbi Levi A. Olan	Worcester	1/31/49
4/ 9/47	Robert W. Bodfish	Longmeadow	1/31/49





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DIVISIONS OF THE DEPARTMENT OF PUBLIC WELFARE

BOSTON

Division of Aid and Relief, Room 30, State House  
Robert P. Curran, Director  
Albert E. Howell, Chief Supervisor  
Subdivision of Social Service  
Flora E. Burton, Supervisor  
Subdivision of Appeals  
Louis R. Lipp, Supervisor  
Bureau of Accounts  
Clarence A. Bingham, Supervisor  
Bureau of Research and Statistics  
John H. Monahan, Jr., Acting Supervisor  
Division of Child Guardianship, Room 43, State House  
Marion A. Joyce, Director  
Esther Hill, Assistant Director  
Bureau of Incorporated Charities, 15 Ashburton Place  
Florence G. Dickson, Supervisor  
Division of Juvenile Training, 41 Mr. Vernon Street  
Benjamin Joy, Chairman  
Walter C. Bell, Executive Secretary  
State Board of Housing, 20 Somerset Street  
Philip Nichols, Chairman  
Division of Commodity Distribution, 600 Washington Street  
John C. Stalker, Director

INSTITUTIONS UNDER THE SUPERVISION OF THE

DEPARTMENT OF PUBLIC WELFARE

Tewksbury State Hospital and Infirmary, Tewksbury  
C. Winthrop Houghton, M. D., Superintendent  
Massachusetts Hospital School, Canton  
Donald C. Gates, M. D., Superintendent  
Lyman School for Boys, Westborough  
Charles A. DuBois, Superintendent  
Industrial School for Boys, Shirley  
Robert T. Gray, Superintendent  
Industrial School for Girls, Lancaster  
Elizabeth Bode, Superintendent



## REPORT OF THE COMMISSIONER OF PUBLIC WELFARE

This report covers the period from July 1, 1946 to June 30, 1947 and represents the first complete fiscal year which has been served by the present Commissioner.

Probably the most important occurrence during the year was the creation under Chapter 57 of the Resolves of 1947 of an unpaid special commission to study and revise the laws relating to Public Welfare. The Commissioner had recommended to His Excellency, Governor Robert F. Bradford, in December of 1946, the need for such a study. The Governor not only showed extreme interest in this matter but called it to the attention of the Legislature in his Inaugural Address in January, stating:

"The present law relating to public assistance contains numerous inconsistencies and ambiguities as to eligibility, residence settlements and similar matters. In view of the fact that the Department of Public Welfare expends a larger portion of the State's annual budget than any other department, I recommend a complete recodification of the Public Welfare laws to clarify responsibilities of the Commonwealth and the cities and towns in this important field. At the same time, I recommend for your attention the advisability of amending existing statutes to provide more adequate safeguards surrounding the organization of charitable corporations."

It is felt that the Special Recess Commission to Revise the Laws Relating to Public Welfare, together with a Recess Commission on Adoptions, which was brought about by Chapter 75 of the Resolves of 1946, represent a sound legislative program which will eventually eliminate the weaknesses in the laws which the Department presently administers. Consequently, it was the Department's policy during the current year to introduce no legislation whatsoever, and, wherever possible, to recommend that such legislation as was proposed, be referred to the Recess Commissions for further consideration.

The most significant statutory changes during the year being reported occurred on the Federal level. As a result of a change in the Social Security Act, voted by the 79th Congress, the Federal matching ceilings on Old Age Assistance and Aid to Dependent Children were raised and liberalized for the first time since 1939. In addition to raising the ceiling in the amount of \$5.00 per month on Old Age Assistance and \$3.00 per month for each dependent child on Aid to Dependent Children, the new formula which was enacted provides for participation by the Federal Government in the amount of two-thirds of certain of the expenditures on each case as against the prior formula under which all matching was based on one-half reimbursement.

Of almost equal importance was the change in the Federal formula for participating in the administrative costs of Old Age Assistance. From the passage of the Social Security Act in 1935, until these amendments, which became effective in October 1946, the Federal Government had allowed, in addition to such monies as were granted to the State for assistance payments, an additional amount of 5 percent which was to be used for administration of the program. During that period of over ten years, the Department with the approval of the





State Budget Director had allocated two-thirds of these monies to local agencies to be used for administrative purposes and retained the other one-third for purposes of meeting in part the Department's expenditures administering Old Age Assistance.

The Congressional amendment substituted a new formula under which the Federal agency reimburses 50 percent of the amount actually expended for administration of Old Age Assistance. While local Boards of Public Welfare in the Commonwealth, for the most part, benefited tremendously under this new formula; the Department's own administrative budget suffered a loss, since considerably more than one-half our expenditures in administering Old Age Assistance had been covered by the Federal administrative grants under the old formula. Fortunately, the Ways and Means Committee and the Legislature appropriated sufficient new administrative funds so that no curtailment of vital Department activities was required.

Considerable emphasis was placed during the year upon realigning the internal organization structure of the Department. This was made possible primarily because of the excellent cooperation given to the Commissioner by the Budget and Personnel Directors of the Commonwealth and by the Committee on Ways and Means. The more important changes brought about by this Department reorganization were:

1. Transfer and Reallocation of Thirty-three Field Representatives Positions from the Division of Aid and Relief to Social Work Positions in the Division of Child Guardianship. This transfer of position titles, and the personnel involved had a twofold purpose: (1) facilitated the decentralization of the Child Guardianship services to the District Offices and enabled the Department to reduce to some extent the case loads carried by the field staff of that Division, particularly in the Adoption unit; (2) enabled the Division of Aid and Relief (because of the substantial decrease in its field-representative staff) to withdraw from the routine inspection of individual assistance cases and center its field service activity in the organization, administration, and total operation of local Public Welfare agencies.
2. The Creation (In the Administrative Budget for the Coming Fiscal Year) of Several Key Positions, the Lack of which had Impeded Effective Internal Realignment of Department Responsibility Up to this Time. These positions include: (1) Child Welfare In-Service-Training Supervisor. This worker will carry on a program of in-service-training for both case workers and supervisory workers in the Division of Child Guardianship, orientation of new staff workers and recruitment of persons for the entrance grade of social worker; (2) Assistant Supervisor of Fiscal Management. In the past, the large staff in the Bureau of Accounts was being directed by one person. The centralizing of all accounting and audit functions of the Department into the Bureau of Accounts emphasized the need for establishing this position. (3) Statistician. The staff of the Bureau of Accounts operated in the past with only one position in the higher classified grade. The Supervisor of this Bureau is required to devote almost full time to administrative problems. The new position was considered vital in order that technical knowledge of a very high caliber might be



guaranteed in this unit and more emphasis placed upon the research responsibilities of the Bureau. (4) Supervisor of Policies and Procedures. This position was established in order to enable the Department to have a specialist in charge of editing, collating and developing all written material, including Department policies and procedures, manuals, rules and regulations, etc. For lack of such a position allocation, the Department has often been unable to keep its written instructional material on a current basis.

Transfer of the District Supervisors Formerly Assigned to Aid and Relief to the Administration Division of the Department and Designation of these Positions as District Directors. This change enabled the District Offices to continue under one head or manager and eliminated the potential conflict of authority and supervision which would have been caused by the decentralization of the Child Guardianship Division.





DIVISION OF AID AND RELIEF

Robert P. Curran, Director

The Division of Aid and Relief includes three subdivisions:

Subdivision of Settlement  
Subdivision of Social Service to Tewksbury  
State Hospital and Infirmary  
Subdivision of Appeals

The reports of the supervisors of these subdivisions are  
herewith submitted.

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# DIVISION OF AID AND RELIEF

Robert P. Curran, Director

The functions of the Division of Aid and Relief are as follows: supervision of Old Age Assistance and Aid to Dependent Children programs which are administered by the City and Town Welfare Boards of the Commonwealth; the development of the standards and procedures for the administration of these programs; the disbursement and audit of State and Federal funds distributed under these programs; supervision and reimbursement of assistance given to persons not having a legal settlement under the so-called General Relief and Sick State Poor programs by local Boards of Public Welfare; reimbursement of expenses incurred for unsettled persons suffering from dangerous diseases, by local Boards of Public Health. Through the subdivision of Social Service, the Department carries out the responsibility for admission and discharge of patients at the Tewksbury State Hospital and Infirmary.

Throughout the year the Department continued to administer the special Federal program of Civilian War Assistance. The Federal Government reimburses one hundred percent for expenditures made under this program.

The steady rise in case load which had commenced following the termination of hostilities in August of 1945, continued on all categories during the current fiscal year. The following figures, indicating the case load at the beginning and end of the fiscal year, indicate this upward trend very clearly.

	July - 1946	July - 1947
OAA	79,882	85,184
ADC	8,198	9,283
GR	13,050	15,242

The cost of assistance increased in about the same proportion as the case load increased, except on Aid to Dependent Children, where the use of mandatory budgetary standards as required by an act of the Legislature which went into effect in September of 1946, caused a substantial increase in the average payment per family. (For details relative to expenditures, average payments, etc., see Report of Bureau of Research and Statistics, page 30, infra.)

For the first time in several years it was not necessary to adjust the Budget-Item-Cost Schedule of the Standards of Assistance to meet a change in the cost-of-living. Studies by the Department of the prices of various commodities; such as, food, clothing, fuel, etc., indicated that the cost schedule in effect at the beginning of the year was adequate throughout the year.

The only legislative change of any significance, other than the aforementioned mandatory budget standard on Aid to Dependent Children, was the new Insurance Law applicable to Old Age Assistance. This change brought about by Chapter 460 of the Acts of 1946, became effective in September, and for the first time provided that liens on certain Old Age Assistance policies should be taken by local Boards of Public Welfare. The law represents a substantial step forward since no applicant for Old Age Assistance who is willing to execute a lien can be considered ineligible for assistance because of the ownership of life insurance.





The law requires that the recipient give a lien only in those instances where the total cash-surrender value of his life insurance exceeds \$500. The lien is for the amount of cash-surrender value in excess of \$500 which accumulates up to the date of death.

During the year the Department inaugurated two important activities which are designed to give local Boards of Public Welfare an opportunity to participate in the development of policy and to have a voice in matters relating to legislative activity.

The first of these purposes has been achieved by the formation of a Local Policy Clearance Committee. This committee, consisting of nine local welfare agency representatives, is given an opportunity to review drafts of all important proposals which affect the Public Assistance programs. The committee is selected by the membership of the three associations of local Public Welfare officials. Several meetings are held each year with the Commissioner and other appropriate Department personnel; at which time, comment, suggestions, and criticism are secured relative to proposed changes in the Department's programs. The Department also has commenced submitting drafts of new policy material to its own District Office staffs. Whenever major revisions of a program are under consideration, additional clearance from selected welfare agencies in each of the seven Districts of the State is sought.

The second of these purposes has been met by the establishment of a system for clearance of legislative proposals. Under this plan the Department solicits comments from the legislative committees of each of the three organizations of local welfare officials and from selected welfare administrators in various sections of the Commonwealth. The chairman of each local legislative committee is kept informed as to hearing dates and as to the progress in the General Court of each bill affecting Public Assistance.

Both of these new activities have been effective in developing good working relations with local welfare agencies and with the membership of the local organizations of welfare officials.

During the year announcement was sent to Boards of Public Welfare of the new plan of State supervision which is to be used by the Department. The following excerpt from the Department's release on the subject of State Supervision outlines the basic method to be used, particularly in relation to the administrative-case-review activity of the Department.

#### OUTLINE OF ADMINISTRATIVE CASE REVIEW ACTIVITY

Reviews of local administration will be a continuing process of the State Department, and each community will be reviewed completely at least once in every two-year period. Special reviews and studies will also be made as the need arises. While the details of the Administrative-Case-Review activity will be made available to local boards at the time when a review is planned, the following material outlines in general the pattern which will be used.

1. The community will be notified in advance of the time when the case review is to commence. Each review will be preceded by an initial conference between a Department representative and the local administrator. A major portion of this conference will be devoted to the completion of an Administrative-Review schedule which will cover the local plan of organization and administration.





2. An important part of each review is the scheduling of a selected sampling of assistance cases by the field representative. A sampling of cases aided within the review year, continued cases, cases rejected, and cases closed will be included. All categories of assistance will be represented in the sample. On General Relief, the review will be limited to State cases, except when a request is received from the local board to include settled cases also.
3. At the conclusion of the scheduling of cases, written referrals on any items which are questioned will be sent to the local agency. The local board must establish conformity within a period which will be specified, and return its written report on the referral sheet. When conformity to State requirements cannot be established, loss of State and Federal reimbursement may be involved.
4. After the completion of the case scheduling, a conference will be held with the local administrator, at which time the results and findings of the case review will be discussed. The Department will confirm this conference with a detailed written report to the local agency, in which specific findings, suggestions, and recommendations will be made.

When the report to the local agency requires that action be taken by the community, the community shall inform the Department, in writing, of the plans which are adopted for carrying out the recommendations and suggestions which have been made.

We believe that the changes outlined in this letter will, in time, enable this Department to give a more helpful and useful service to local boards than has heretofore been possible. The cooperation of local Boards of Public Welfare with the staff workers of the Department in the entire Administrative-Review process, and particularly in arranging for the time which will be needed for the various conferences involved, is most important."

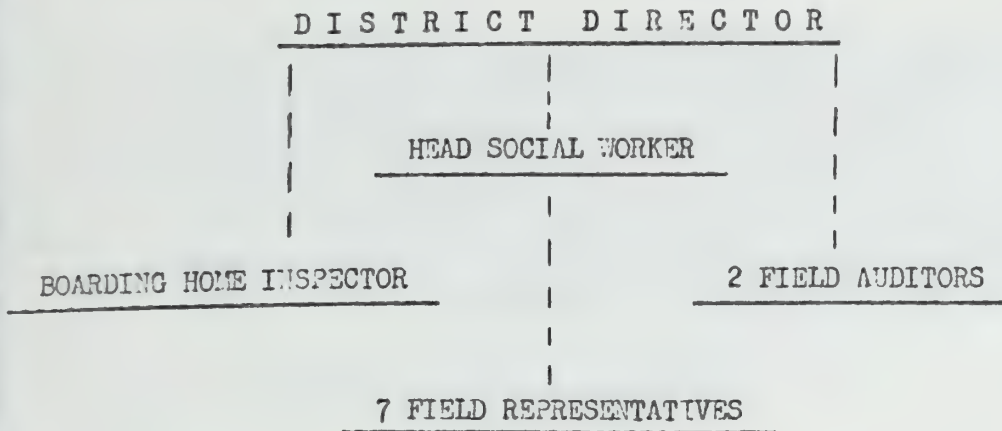
During the year a substantial reduction was made in the number of field representatives assigned to the District Offices of the Department. A total of thirty-three "field-representative" positions were reclassified to "social worker" grade and these positions transferred in the Department's personnel budget to the Child Guardianship Division. About five of the positions were vacant at the time when the transfer occurred. While the remaining number of positions involved transfer of personnel, i.e., twenty-eight persons and a reduction in grade for these individuals, only seven persons were transferred to the lower grade, other than at their own request. Workers were found in each of the District Offices who volunteered readily to accept a transfer to the social worker classification in the Division of Child Guardianship. The workers whose transfer was automatic because of the reallocation of positions, were those who had the least seniority in the Division of Aid and Relief. A roster was established and an agreement made under which these workers in the order of seniority would be given opportunity to return to the Aid and Relief Division as staff turnover created permanent field-representative vacancies.





After the reduction in the staff of District Offices occurred, the personnel of each District Office consisted, with minor variations, of the following:

PERSONNEL SET-UP OF DEPARTMENT'S DISTRICT OFFICES\*



\*District I has three field auditors assigned because of the large number of local units (102).

District VII has three head social workers assigned because of the size of the local units, particularly the City of Boston.

Redefining the field-service function of the District Office staff was undertaken during the year, and considerable reorientation and in-service-training of workers occurred. Emphasis centered primarily upon the need for considering the over-all problems of local administration and the importance of furnishing consultant and supervisory services to local units. The routine inspection of assistance cases which had been carried out in many communities, particularly in smaller agencies that did not employ a full-time staff, was terminated; and in all communities, agencies were informed that the number of supervisory contacts between field representatives and local agency staff were being considerably reduced. It was agreed during the year that the Department's basic relationship with local agencies in the public assistance programs should be carried out on a post-audit basis: 1) fiscal audit - to be made semiannually in all communities; 2) social audit, the administrative case review - to be made at least biennially in each community and more frequently in large communities and in communities where conditions warrant special attention.

In order to make more specialized consultant service available to local agencies, the field representative in each District Office was assigned to a committee which worked closely with the Bureau of Research and Statistics. This committee received special training in matters involving statistical reporting by local agencies, and the member from each District acted as the technical consultant in research and statistical problems for the local agencies served by the District.

Similarly, in each District Office, another field representative was given a committee assignment and received special instructions relative to the medical-care problem. Each worker in this group acts as a specialist on medical-care



problems in the District; although, of course, in the Department, the medical consultant is called upon whenever technical knowledge and skills may be required.

Emphasis has been placed during the year upon the need for having each District Office operate as a reasonably self-sustaining unit, subject to a minimum amount of Central Office control.

During the year the program of intense supervision of boarding and convalescent homes' facilities, which had commenced in the previous fiscal year, continued with a considerable degree of success. The District Directors on many occasions worked with and complemented the nurse inspectors' activities. Over-all improvements were noticeable in the Standards of Boarding Home Care in all sections of the State. Many nursing homes which did not meet Department standards were closed. In April, a completely revised set of rules and regulations for the conduct of Boarding Homes for Aged Persons was approved by the Advisory Board. A copy of these rules and regulations is included in a later section of this report.

The reports of the various Subdivisions follow.





ANNUAL REPORT FROM JULY 1, 1946 to JUNE 30, 1947  
Department of Public Welfare - Subdivision of Appeals  
Louis R. Lipp, Supervisor

OLD AGE ASSISTANCE

CHAP. 118A, Sec. 3

The following compilation covers the number of appeals filed during the fiscal year together with the record of denials and approvals and the reasons for such denials. Approvals in relation to total case load were 18%. Approximately five-sevenths of the cases denied by the Subdivision of Appeals are on the basis that present grants were sufficient to meet the budgeted needs which means that these appeals were filed because a request for increase was denied or local board reduced the grant of the recipient according to the budgeted needs. As in previous years, the preponderance of the appeals filed was from the large metropolitan areas. The incidence of appeals in these areas was far greater than in the rural districts of the state.

It is interesting to note that during this year, the staff of the Subdivision of Appeals was reduced by two. These workers were assigned to other divisions but despite this fact, the number of appeals disposed of compared favorably with the work-load of previous years.

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NUMBER OF APPEALS PENDING JUNE 30, 1946	218
NUMBER OF APPEALS RECEIVED DURING ABOVE PERIOD	1675

APPEALS ACTED UPON:

DENIED	787
APPROVED	300
No action taken, aid granted by local bureaus, etc.	11
Did not appear for scheduled hearings	48
Closed by Subdivision of Appeals, various reasons	41
Withdrawn voluntarily by appellants prior to scheduled hearings	486
Died	11
TOTAL	1684

REASONS FOR DENIALS BY SUBDIVISION OF APPEALS:

Present allotment meets budget of need	505
Sufficient resources	65
Excessive resources	41
Unsatisfactory explanation of the disposition of funds	25
Transfer of property, real and personal	26
Lack of proof of essentials (age, citizenship and residence)	33
Wife in possession of over \$600	8
Not deserving	16
Excessive life insurance (including 6 ex. cash surrender value)	11
Not in need (including 1 son able and willing to support)	12
Ownership of property on which appellant not residing	9
More than sixty days, etc.	2
Medical	17
Other	17
TOTAL DENIED	787



OLD AGE ASSISTANCE ANNUAL REPORT JULY 1, 1946 to JUNE 30, 1947 Continued

NUMBER OF APPEALS RECEIVED BY DISTRICTS: 1675

District #1	125	District #4	323
District #2	128	District #5	121
District #3	157	District #6	133
	District #7	688	

NUMBER OF HEARINGS HELD: 1277

NUMBER OF APPEALS PENDING JUNE 30, 1947: 209

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AID TO DEPENDENT CHILDREN APPEALS CHAP. 118, Sec. 8

NUMBER OF APPEALS PENDING JUNE 30, 1946	19
NUMBER OF APPEALS RECEIVED DURING ABOVE PERIOD	144

APPEALS ACTED UPON:

DENIED	62
APPROVED	40
Did not appear for scheduled hearings	9
Withdrawn (before and after detailed explanation of budget, etc. at hearing)	28
TOTAL	139

REASONS FOR DENIALS BY SUBDIVISION OF APPEALS:

Present allotment meets budget of need	31
Sufficient income (including 2 with excess funds)	16
Unsatisfactory explanation of the disposition of funds	1
Transfer of property, real and personal	1
Not a fit parent	4
Duration of need not existing more than three months	2
Failure to agree to sale of house not occupied as a home	1
Failure to report resource	2
Lack of proof of residence	1
No evidence of husband's incapacity--man employed	1
Ineligible at time of application--not separated six months	1
Hospital expense denied--not a Class A hospital	1
TOTAL	62

NUMBER OF APPEAL HEARINGS HELD DURING PERIOD: 116

NUMBER OF APPEALS PENDING JUNE 30, 1947: 26





SUBDIVISION OF SETTLEMENTS

Roy D. Merchant, Supervisor

The subdivision of settlements investigates the settlements of patients admitted to the Tewksbury State Hospital and Infirmary, State Farm (Infirmary Department), State Sanatoria, and the Massachusetts Hospital School, and generally supervises the settlement work of the division. There was one person remaining in the Infirmary Department of the State Farm on June 30, 1947. The facilities of the Infirmary Department are no longer available for the admission of dependent persons from cities and towns.

The following table is a summary of the work accomplished for the year ending June 30, 1947 in the examination and investigation of settlements of inmates of the State Institutions:

<u>Institutions</u>	<u>Examina- tions</u>	<u>Orders Issued</u>	<u>Settle- ments Found</u>	<u>No Settle- ment</u>	<u>Orders with- drawn</u>	<u>Total Cases Return- ed.</u>
Tewksbury State Hospital and Infirmary	1392	509	410	88	8	2407
State Farm	1	1	3	0	0	5
Lakeville State Sanatorium	147	134	132	5	0	418
No. Reading State Sanatorium	65	53	52	2	0	172
Rutland State Sanatorium	203	62	48	11	0	324
Westfield State Sanatorium	120	106	109	2	0	337
Massachusetts Hospital School	19	21	8	7	0	55
<u>TOTALS</u>	<u>1947</u>	<u>886</u>	<u>762</u>	<u>115</u>	<u>8</u>	<u>3718</u>

Total cases pending June 30, 1947 - 92



A N N U A L   R E P O R T  
of the  
Subdivision of Social Service  
July 1, 1946 - June 30, 1947





ANNUAL REPORT  
of the  
Sub-division of Social Service  
July 1, 1946 - June 30, 1947.

The service of Tewksbury State Hospital and Infirmary to the people of this State is definitely that of a hospital for the chronically ill and aged sick, and it is increasingly evident that the institution to meet the need of the community should rearrange and reconstruct its program to provide more hospital facilities. Cities and towns are constantly applying for beds only to be told that the applications will be placed on a waiting list, which does not solve the problem of care for the sick person. Although persons without settlement have generally been given preference on the waiting lists in that Tewksbury is primarily for those without local residence, about 600 settled cases, so called, were admitted this last year and all terminal cancer cases were given immediate service.

Since September 1945, due to this great demand for care, applications for women and children have been cleared through the Social Service Sub-division by the local Boards of Public Welfare. The women's list has never been too long, and there is never any delay in receiving maternity cases. However, the waiting list of mental defective and malformed infants and children has been long and distressing because admissions are few and many refusals have to be given to hospitals, physicians, and families. Infants and small children are only admitted as a vacant crib is made available by the death of a child. Fifteen infants and small children have been admitted as only 15 died during the year. Adequate facilities should be provided by the Department of Mental Health for these children, some of whom live many years and create emotional and heart-breaking situations for the parents and the children in the home. Never have such tragic appeals and so many come for assistance and to whom so little service could be given other than sympathetic understanding and a referral to Wrentham State School with its long waiting list. Placing the name on the waiting list is false encouragement and a travesty, for at Tewksbury only the small infant of a few weeks or months is ever admitted. Tewksbury's waiting list of 60 or more children under two years of age does not represent the scope or the seriousness of this problem within the State but is only an indication of a great need to which the Commonwealth has given totally inadequate consideration.

Population at Tewksbury has not varied much in the years 1941 to date. The maximum daily census this year was 1,979; last year 2,040. The daily average census was 1,864; last year it was 1,028, and on June 30, 1947 there were 1,810 (1,103 male, 707 female) in the institution. These figures include 472 committed insane patients, a permanent group decreasing slowly by death. During the year 1,425 patients, (1,106 male, 319 female) including 91 births, were admitted, and 1,104 discharged exclusive of 360 deaths. Many patients (1300-1400 patients) remain indefinitely because chronic illness, physical handicaps and crippling infirmities of old age, but the number of patients discharged is much larger than one would expect in a hospital of this type. The so-called "almshouse" group of the homeless and unemployable men is at a minimum, a fact which the community has been rather slow to recognize and too often continues to think of Tewksbury as socially undesired. It is a great hospital for the chronically ill and has all the potentialities of better and more service.

Admissions: The majority, 1,026, of the 1,425 admissions were between the ages of 40 - 80; more than one half, 978, were born in New England and New York; 56 in other states; 149 in the Provinces; 135 in Ireland; 30 in Poland; 23 in Russia; 16 in Finland; 8 in China, and others in 25 other foreign countries - showing that patients come from very diversified backgrounds.





Patients were admitted from 148 cities and towns and 12 state institutions, the greatest number, 713 or one-half, came from Boston, and 151 were admitted from Tewksbury Board of Public Welfare because many arrive at the institution without admission forms or may have been refused admission by their local Boards of Public Welfare but are insistent on admission. This unsatisfactory procedure brings extra work to the Tewksbury Board which does not have the service to question the need of the applicants so routinely gives admissions. As yet no plan has been worked out to control these admissions, some of whom could be cared for elsewhere.

Note might be taken of the number of patients committed to Mental Hospitals from the general hospital wards - 58 patients (46 men and 12 women) many of whom should have been committed directly from the community, to the mental hospitals.

Men: The number of male admissions, more than three times the number of female patients, are classified according to illness and incapacity. The hospital wards have 700 beds for those needing bed care or bed-to-chair service; one large ward has 100 crippled - many in wheelchairs who make their way over ramps to other wards and out of doors - two wards of 100 beds have convalescent patients from the hospital wards. The second floor of this men pavillion is occupied by the transient men who have come in for minor illnesses and may be waiting for employment or more self-assurance after an alcoholic episode. The most modern building of 300 beds is a complete unit much apart from the above mentioned wards is occupied by the ambulatory aged men who are not physically fit for employment, because of chronic disabilities which at any time may become acute. They work a few hours a day on the farm, in the wards, or in the industrial shop. Old Age Assistance might seem to be a happier solution, but many who might be eligible are without family ties and prefer to live in the group, free from personal responsibility, and offering sociability and comradeship which makes life not too drab or too lonely. For a few the social workers are able to arrange Old Age Assistance or general relief; 26 were referred to local bureaus and were placed on Old Age Assistance in various communities where they had selected to live.

The discharge of all men is arranged by the Social Service and every patient even though he may not need the service of the social worker is interviewed, not only on admission but always, just previous to discharge to be assured that if he needs assistance in any of his problems it is readily available. The majority accept and want advice and counsel; some are able to find work without assistance and wish to make their own plans, others leave against advice, but for many, case-work services bring rehabilitation in the community or better adjustments to long hospitalization.

Women: The women's hospital of 250 beds is constantly filled with the chronically ill patients admitted only from a waiting list of applications made directly to the office by Boards of Public Welfare, hospitals and individuals. The women's pavillion or convalescent wards with 80 patients has the permanently crippled and ambulatory aged women of failing strength who have no responsible relatives and are not physically or mentally well enough for boarding home care.

The maternity service has been very active with an increased number of admissions and births, 91 as against 68 of last year. Social Service gives an intensive service to this group, the great majority of whom were illegitimately pregnant. The girls transferred for confinement from the State Industrial School, 34 in number all under 21, come at least two months before confinement and remain about two months after confinement. They are visited regularly by the social worker from the Girls' Parole Division who advises and plans with them for their return to the School or to the community and for the placement of the babies. As the Boston Long Island Hospital and





Infirmary has been closed for maternity care for several years, Tewksbury State Hospital and Infirmary has accepted Boston settled cases who need longer service than is possible at Boston City Hospital, and the Long Island Social worker visits frequently and plans for their discharge.

In commenting on the discharges, made by Social Service who routinely interviews all patients when they are admitted and at that first contact begins to plan with patients for their stay in the hospital, long or short as it may be, attention is called to the 35 placements which were made for mothers with their children. Suitable homes were found where the mother was employed as the domestic helper and the employer allowed her to have her baby with her. This arrangement prevents the separation of mother and baby a plan which it is hoped will work out well for both, but if the mother is not equal to the added responsibility of the child, arrangements are made to board the child with the Division of Child Guardianship. Other mothers may board their babies with the Division when they are discharged, contributing something toward the support. The after care and supervision which these ex-patients want and need consume much of the workers' time and even though they may have returned to their own homes, their problems are not always solved. They need constant encouragement and understanding to readjust their lives after such an experience.

Children: On June 30, 1947, there were 155 minors; of whom 120 were in the children's building; of these 83 were mentally and physically handicapped and 37 well babies transferred from the Maternity Ward were in the well babies' nursery awaiting placement with the Division of Child Guardianship or with their mothers. Difficulty in finding suitable foster homes have delayed the discharge of well babies so that many more babies are in this nursery for a longer time than is good for the health of the children. The question of adoption is frequently discussed with the mothers, especially for those babies where the mother's affection for the child is questionable and her family are unable to offer any security to the child. Few adoptions, however, have been recommended and are arranged through adoption service of the Division of Child Guardianship. There were 33 children between ages of 15 and 21; - 23 were girls from State Industrial School who were awaiting confinement or convalescent; 3 were boys with progressive muscular dystrophy; 5 were older feeble minded children awaiting placement at the State School for Feeble Minded. Proper accommodations in the Department of Mental Health, where 83 of these children out of the total 155 minors rightly belong, would greatly relieve a very over-crowded children's building which has not the proper equipment or nursing staff to care for so many completely helpless and mentally sick children.

Applications: Applications have been received at the office for transportation to other States which the Social Service Division clears or approves the investigations of the social agencies requesting funds for transportation -

35 applications received for out of State transportation to  
legal residence or to relatives

30 single persons (3 single persons failed to return for  
transportation)

5 families

The Travelers' Aid Society referred all except one from the Court and one from a hospital. This immediate service, given after verification of residence or willingness of relatives to provide, prevents long delays of detailed investigation by public authorities and interim financial relief, and returns the applicant to a destination where he is welcome or belongs. This procedure prevents admissions to Tewksbury for temporary shelter.



To the Travelers' Aid workers at both North and South Stations, this division wishes to acknowledge with appreciation the constant cooperation and many services given to Tewksbury patients en route to their destinations.

Acknowledgements: To the Commissioner, the Director, assistant director, the Superintendent and Staff at Tewksbury State Hospital and Infirmary, this Sub-division wishes to express its appreciation for their constant cooperation and interest in its efforts to serve the patients while in the hospital and their rehabilitation in the community.





MEN ADMITTED TO TEWKSBURY STATE HOSPITAL AND INFIRMARY  
DURING THE YEAR ENDING JUNE 30, 1947

AGES OF ADMISSION

21 to 40	75
41 to 60	469
Over 60	<u>555</u>
	1099

SOURCES OF ADMISSION

<u>21 to 40:</u>	
Boards of Public Welfare	34
City Institutions Dept.	<u>41</u>
	75

<u>41 to 60:</u>	
Boards of Public Welfare	203
City Institutions Dept.	264
Board of Health	1
Court	<u>1</u>
	469

<u>Over 60:</u>	
Boards of Public Welfare	301
Board of Health	1
City Institutions Dept.	250
Court	1
State Farm	<u>2</u>
	555

DISEASES AT ADMISSION

<u>21 to 40:</u>	
Alcoholism	16
Cancer	2
Heart	12
Miscellaneous Diseases	39
Tuberculosis	<u>6</u>
	75

<u>41 to 60:</u>	
Alcoholism	78
Arteriosclerosis	72
Arter. Heart	11
Blind	1
Cancer	3
Drug Addict	1
Epilepsy	3
Gonorrhea	1
Heart	44
Mental	1
Miscellaneous Diseases	203
No Disease	27
Syphilis	1
Tuberculosis	<u>23</u>
	469

<u>Over 60:</u>	
Alcoholism	23
Arteriosclerosis	185
Arter. Heart	17
Cancer	17
Cerebral Hemorrhage	3
Heart	89
Miscellaneous Diseases	176
No Disease	5
Senility	35
Tuberculosis	<u>5</u>
	555

No. of men discharged .....	816
Absconded .....	272
Court .....	3
Mental Hospitals .....	46
Old Age Assistance .....	26
Other Hospitals .....	22
Other States .....	16
Rutland Sanatorium .....	19
Relatives and Friends .....	58
Place of settlement .....	20
Without Investigation .....	285
Employment .....	49

Deaths (including 2 insane .....



WOMEN AND CHILDREN ADMITTED TO TEWKSBURY STATE HOSPITAL AND INFIRMARY  
DURING THE YEAR ENDING JUNE 30, 1947

AGES OF ADMISSION

Births ..... 91

Under 1	20
1 to 7	10
7 to 16	11
16 to 21	62
Over 21	<u>140</u>
	243

SOURCES OF ADMISSION

<u>Under 1:</u>	
Boards of Public Welfare	10
City Institutions Dept.	<u>10</u>
	20
<u>1 to 7:</u>	
Boards of Public Welfare	7
City Institutions Dept.	2
Division of Child Guardianship	<u>1</u>
	10
<u>7 to 16:</u>	
Boards of Public Welfare	4
City Institutions Dept.	2
Division of Child Guardianship	3
Industrial School for Girls	<u>2</u>
	11
<u>16 to 21:</u>	
Boards of Public Welfare	17
City Institutions Dept.	14
Division of Child Guardianship	1
Feeble-minded School	2
Other Institutions	5
Industrial School for Girls	<u>23</u>
	62
<u>Over 21:</u>	
Boards of Public Welfare	88
City Institutions Dept.	44
Feeble-minded School	1
Other Institutions	6
Reformatory for Women	<u>1</u>
	140

DISEASES AT ADMISSION

<u>Under 1:</u>	
Feeble-mindedness	11
Infancy	3
Mental Deficiency	4
Miscellaneous Diseases	<u>2</u>
	20
<u>1 to 7:</u>	
Feeble-mindedness	1
Infancy	1
Miscellaneous Diseases	<u>8</u>
	10
<u>7 to 16:</u>	
Infancy	1
Mental Deficiency	1
Miscellaneous Diseases	5
Pregnancy	<u>4</u>
	11
<u>16 to 21:</u>	
Infancy	1
Heart	2
Mental	1
Miscellaneous Diseases	13
Pregnancy	<u>45</u>
	62
<u>Over 21:</u>	
Arteriosclerosis	42
Cancer	10
Gonorrhea	1
Heart	23
Mental Deficiency	2
Miscellaneous Diseases	25
Pregnancy	<u>37</u>
	140





WOMEN AND CHILDREN DISCHARGED FROM TEWKSBURY STATE HOSPITAL AND INFIRMARY  
DURING THE YEAR ENDING JUNE 30, 1947

Absconded (against advice) .....	10
Court .....	2
Division of Child Guardianship .....	19
Employment .....	30
Employment with child .....	35
Industrial School for Girls .....	30
Mental Hospitals .....	12
Monson State Hospital .....	4
Other agencies .....	11
Relatives and friends .....	112
Settlement .....	12
W. E. Fernald State School .....	2
Wrentham State School .....	3
	<hr/>
Deaths (including 18 insane) .....	282
	82



A N N U A L R E P O R T

FOR THE YEAR ENDING JUNE 30, 1947

INSPECTION OF LOCAL INFIRMARIES

CIVILIAN WAR ASSISTANCE

BOARDING HOMES FOR THE AGED

BUREAU OF RESEARCH AND STATISTICS





A N N U A L R E P O R T  
of the  
Inspection of Local Infirmaries  
July 1, 1946 - June 30, 1947

The annual visitation to local infirmaries in accordance with Chap. 121 Sect. 7 was made by the Inspectors of Boarding Homes for the Aged in their respective districts and recorded on the inspection schedules in detail the information given by the agents of Boards of Public Welfare and the Wardens.

There are seventy-eight infirmaries varying in population from two residents in Townsend to three hundred fifteen in Worcester. Long Island Infirmary is no longer included as it obtained a hospital license from the State Department of Health in 1947.

The total population on the days of visit was 3,105. There were many vacancies for persons, who were ambulatory and the physically well aged, in the smaller infirmaries, but no vacancies for the chronically ill and bed-bound patients in the twenty-six infirmaries who provide such care. Shortage of nursing personnel has prevented the use of beds to full capacity.

The residents, in general, were ineligible for Old Age Assistance because of age or citizenship and frequently were homeless men of all ages needing shelter, because of alcoholism or frequent unemployment.

During the housing shortage, the infirmaries, especially those in the cities where housing is acute, have been used as temporary shelters for evicted families. Eleven cities and towns have used their infirmaries for periods of a few weeks to a year and longer. On the day of inspection, eleven families with forty-five children were in residence and eighteen other children. Under Chap. 47, Sect. 11, children cannot remain in infirmaries more than sixty days, so that the situation is serious not only for the welfare of the children and family morale, but in violation of the law. Again due to the shortage of nursing home facilities, the recipients of Old Age Assistance have been placed temporarily in infirmaries until proper placement could be found but here also the time often lengthened into more than three months, the minimum allowed for convalescence or replacement.

The general condition of the infirmaries is fair but many of them are over fifty years old, shabby and cheerless. Boards of the smaller infirmaries in adjacent towns could offer better service and accommodations if they worked out a cooperative plan by which the best equipped institution with improvements, conveniently located, could service several towns, thus closing up several small infirmaries which are now an unnecessary expense and unsuitable. Joint financing and planning could develop an attractive center which would be acceptable as a boarding home for the aged in the area to which both paying guests and public dependents would be glad to go. The Charlton Association is an excellent example of cooperative effort and with more modern construction and personnel could well be a pattern for other towns.

Following the inspections, letters were sent to Boards of Public Welfare giving reports of the findings and recommendations for improvements. All Infirmaries need more frequent inspections by the Department of Public Safety and by the local fire departments as many buildings were old, without proper egress, fire extinguishers, etc; more medical care with annual physical examinations; better dietary; more occupation and



recreation; more individualized service and more case work service for rehabilitation; more community interest and responsibility for the local institutions to make them socially desirable and attractive to older people.

As the Department has no authority to demand better standards of care, it is hoped that these recommendations will be helpful to local Boards of Public Welfare in obtaining the necessary funds to improve their infirmaries.





## CIVILIAN WAR ASSISTANCE

July 1, 1946 - June 30, 1947

During 1946-47, Civilian War Assistance provided service and assistance only to repatriated citizens and their dependents under 18 years of age. The Department of State sent notification of ships arriving in Boston harbor which were met and all necessary services were rendered for transportation to points of destination, interpreting, and notification of arrival. The Travelers Aid Society was a cooperating agency and extended its services for meeting at points en route and at destination.

In the 81 cases receiving either service or assistance, there were 186 persons. One of the difficulties encountered was planning for families in which the alien husband or wife and minor children could not obtain permission for admission to the United States, and therefore separated families were the result. The largest number of repatriates was from Greece, with others from Rumania, Germany, Lithuania, Poland, Latvia, Italy, China, and the Philippine Islands.

In addition to the Federal advance of \$12,367.63, repayments of \$452.66 were received from individuals, and \$6,087.19 (the balance on hand as of July 1, 1946) was authorized for 1947 expenditures.

Total expenditures of \$18,907.48 covered assistance to 75 cases and \$390.75 for administrative expenses. Need continued as a major factor of eligibility and, inasmuch as these individuals or families had no established homes, payments for household furnishings and general maintenance comprised the largest expenditures. Medical services were still available from United States Public Health Service clinics, and our medical expenditure of \$275.39 was for medical and dental services to persons living outside the metropolitan area or to meet needs not furnished by the United States Public Health Service hospitals. Special needs totaled \$413.08, one item of which enabled a young woman with no family and repatriated from Germany to complete her college year. This amount supplemented earnings and gifts from interested persons.

Near the close of this fiscal year it was necessary to examine all cases and make a special report to the Social Security Administration. This was used by Congress in determining whether the program would be continued in 1948 and the amount of appropriation required. It was also necessary to notify local boards of public welfare that Civilian War Assistance would be limited to the temporary period of three months, with assistance beyond that time provided under existing regular programs of assistance. These limitations in the scope of the Civilian War Assistance program were indications of its termination at an early date.





ANNUAL REPORT OF BOARDING HOMES FOR THE AGED  
JULY 1, 1946 to JUNE 30, 1947

This year has been one of definite progress for the Boarding Home for the Aged because of the following reasons:

1. More adequate and trained personnel has continued available for inspectors, 4 Graduate Nurses and 2 Social Workers have carried the 7 Welfare Districts so every licensed home and every application have been visited at least once and some, many times. Frequent visitations help to interpret and maintain standards.
2. The State Department of Public Safety has cooperated with the program most successfully. Although there is no law requiring safety inspection, the Department's rule has made it mandatory. Every Boarding Home upon application or upon the renewal of the license receives a complete building inspection and a written approval, when requirements are met, of the Public Safety inspector of the district. The local fire and wire inspectors are requested to inspect and give their approval. No license has been issued until the requirements of these officials have been met. There have been many delays because of the scarcity of supplies and workmen to make the needed repairs all of which deterred the proprietors from immediate operation of the homes. To lessen the financial loss of the proprietors and provide the much needed beds, in March a system of temporary licenses with limited quotas was inaugurated and given to those proprietors who gave satisfactory evidence of their intent to meet requirements as soon as possible, and those who showed no intention of meeting standards had their licenses revoked or refused. By this procedure the operation of unlicensed homes was greatly reduced and a situation cleared which has been hard to control.
3. New Rules and Regulations were promulgated with the approval of the Advisory Board in March 1947. This was a definite step forward in establishing and interpreting standards of care and an attempt to differentiate between the strictly Boarding Home and the Nursing Home with the requirement of trained personnel to supervise the care of the sick. Copies were sent to every proprietor and to local Boards of Public Welfare and the inspectors interpreted and discussed the new requirements with each proprietor so that there would be some uniformity of understanding of the desired standards, particularly that of personnel, throughout the State.
4. A survey of the population and personnel in the homes was made in the fall of 1946 and the schedules sent to the proprietors were returned to the Bureau of Research and Statistics for assembling and analysis with the following results:

Number of Homes returning schedules 685 (of a possible 770)

Total population of residents on August 1, 1946 in 685 Homes - 6550

No. of O.A.A. recipients in Homes	3222	(490%)
No other P.A. recipients	446	7%
No. of private patients	2882	43%
	<u>6550</u>	

Only O.A.A. recipients in	52	Homes
No O.A.A. " "	114	"
O.A.A. recipients in	571	"
Other P.A. recipients in	225	"
Only private patients in	106	"
No private patients in	91	"

Distribution of O.A.A. recipients in Homes:

4/5 of the Homes had O.A.A. recipients  
2/3 " " " " more than 1/2 of the residents on Old Age Assistance.





4. Type of Patients in Homes

Bed and semi-bed patients ..... 2419 in 495 Homes  
 Ambulatory boarders needing more or less care . 4131  
 Ambulatory patients only in ..... 190 Homes

Personnel employed in Home

Registered or Graduate Nurses in 328 of 685 Homes  
 " " " " " 286 of 495 Homes caring for bed and  
 semi-bed patients  
 No trained personnel in ..... 357 Homes

Distribution of Homes

District	I	89
"	II	93
"	III	96
"	IV	120
"	V	112
"	VI	39
"	VII	136

5. Mrs. Blanche D. White, the Department's Home Economist in February 1947 made a study of costs in a sampling of 40 homes in various parts of the State to help determine a fair rate of board to be allowed to Old Age Assistance recipients. This study based on costs of 1946 was very revealing as to the profits in the business of boarding homes for the aged and the cost and amount of food and services supplied to the residents of the homes. The cost in individual homes ranged from \$9.46 per week per patient to \$31.11, the average weekly rate charge in the 40 homes was \$20.93 but the individual rates charged varied from \$10.95 a week to \$47.40. The average daily per capita cost of food was \$.60 but the daily cost in individual homes ranged from \$.30 daily to \$1.05. The State Standard Budget for Old Age Assistance recipient living with three other persons is \$.52 a day, any amount less would seem insufficient to purchase a nutritious diet. Thirty-five of the 40 homes showed a gross annual profit in the individual home from \$184.00 to \$27000. Five homes showed a loss but 4 of the homes had made large expenditures for repairs and equipment. These were some of the interesting facts discovered, it must however be remembered that prices were on the increase in 1947 and costs would be correspondingly more.
6. For the first time annual Statistical reports from the proprietors, on forms provided by the Department were required and gave the following figures as of June 30, 1947.

Number of licensed Homes .....	661
" " boarders and patients permitted by the licenses ..	7900
" in the Homes in July 1, 1946 .....	6091
" admitted to the Homes during the year .....	7099
" discharged from the Homes during the year .....	6453 (Deaths 1833)
" in the Homes on June 30, 1947 .....	6731

Type of Patients

Bed patients .....	1205
Semi-bed .....	1733
Ambulatory .....	3793



6. Rates per week

For Bed-patients	\$12.50 - \$75.00
" Semi-bed patients	11.50 - 75.00
" Ambulatory patients	7.00 - 75.00

Personnel serving patients in Homes

Number of Graduate Nurses .....	544
" " licensed attendants .....	175
" " practical nurses .....	1075
" " other employees .....	1152
Total employees .....	<u>2946</u>

The inspectors have worked very intelligently and conscientiously on a difficult assignment and deserve high praise because the proprietors of the homes in general, are of varying capabilities and temperaments and have to be persuaded and encouraged to meet standards. Some are more eager to make money than give service which means vigilance and understanding to bring such women to accept a standard or the good judgment to close a home when there is no possibility of improvement. However, the majority of proprietors learned to welcomed the inspectors' visits in that they were helpful in solving the many problems always existant among sick people and they recognized their own need of advice. Homes vary in amount of service, equipment, attractiveness and atmosphere all of which depend upon the personality and intelligence of the operator who is the important factor in any home. In conclusion there are many good homes - more homes which could be better with supervision, and some which are poor and eventually should be closed.

FEB:ajm





## BUREAU OF RESEARCH AND STATISTICS

The Bureau of Research and Statistics completed ten and one-half years at the end of June 1947. The personnel, 25 persons, appointed under Civil Service regulations, consists of a Supervisor of Welfare Statistics, assisted by a Statistician, a Principal Statistical Clerk, Senior Statistical Clerks, Junior Clerks and a Stenographic force.

The functions of the unit include collecting, compiling, analyzing and publishing statistics of the principal types of relief which may be enumerated as follows:

1. Statistics of assistance and aid administered under the provisions of Titles I and IV of the Social Security Act: Title I -- Grants to States for Old Age Assistance, and Title IV -- Grants to States for Aid to Dependent Children. These Titles require that the State agency administering Old Age Assistance and Aid to Dependent Children shall make reports in such form and containing information as the Social Security Board may, from time to time, require and shall comply with such provisions as said board may find necessary to assure the correctness and verification of the reports.
2. Statistics of General Relief administered under the laws of the Commonwealth and the regulations of the Department of Public Welfare. This information is submitted by every city and town in the Commonwealth each month on prescribed forms and is combined by the Bureau into districts and state totals.
3. Statistics of other types of aid and assistance administered by other states and federal agencies in furtherance of the policy to develop the Bureau as a clearing house for all kinds of statistical information relative to the entire Social Security program. Therefore, the Bureau has maintained tabulations of data secured from the following local agencies; -- Department of Education, Division of the Blind, Federal Old Age Insurance; Unemployment Compensation Commission.
4. Statistics with respect to matters closely associated with relief. Tabulations are maintained by the Bureau on employment data compiled and published by the Department of Labor and Industries; the Index of Industrial Activity in Massachusetts compiled by the State Planning Board; the Cost-of-Living Index published by the Department of Labor and Industries, Division on the Necessaries of Life; other miscellaneous statistical information which may be used in describing or analyzing the Relief situation. To all these cooperating agencies we here extend our acknowledgment for the permission granted to us to republish their figures.





5. Statistics relative to the social phase of the various types of relief administered by the department, collected on prescribed Social Data Cards.
6. Detailed statistics developed by the conduct of special studies.
7. A major project of the Bureau has been the collection of data from various cities and towns representing the effort in the administration of all categories so that an apportionment factor can be developed to assign joint costs to Aid to Dependent Children for the purpose of reimbursing 50 percent of these costs from federal funds. A continuous study, the unweighted work unit study, has been carried on in about 120 cities and towns for the purpose of developing these apportionment factors. Other towns with Aid to Dependent Children case load have had an apportionment made on the basis of case loads. In addition, claims from cities and towns for reimbursement have been audited and the amount to be paid determined by this Bureau. Beginning with October 1, 1946, the apportionment of Old Age Assistance administrative costs had to be done on the same basis as Aid to Dependent Children. Up until this time, reimbursement for administrative costs on Old Age Assistance was a simple two-thirds of five percent of the federal grant for assistance. This change required the development of a combined report from which would provide a claim for federal funds for Old Age Assistance as well as Aid to Dependent Children and also provide figures on cost of administration of all categories which is necessary as a requirement for statistical reporting. In addition, 83 towns were added to the number carrying on the unweighted work unit study and 79 additional towns were required to claim where previously it was unnecessary due to the fact that there were no Aid to Dependent Children cases or such a small administrative expense in the community. Additional workers were assigned to assist with this greatly expended work load.
8. A study of the Division of Child Guardianship cases was carried on in the previous fiscal year. The information proved of such value that plans were made to make this an annual reporting procedure. The schedules were redesigned and a study of cases under care and discharged cases was made during this fiscal year and used as a basis for the annual report of the Division of Child Guardianship.
9. In former years the law required that each community submit a report called the Annual Return of Poor Relief. This report gave in detail a summary of the financial operations of each local board of Public Welfare for all types of assistance and for administration. This report was suspended due to the fact that monthly statistics are collected on all forms of relief and semi-annual statistics are collected on the cost of administration. In this fiscal year the Bureau completed the last tabulations of the Annual Return. The elimination of this report leaves us without current reporting on local infirmaries, but since this material is available in the printed reports of each city and town and since an intensive study was made by the Department of these local infirmaries sufficient material on this phase of local operations is available.





The Bureau is organized so that the compiling and tabulating work is apportioned by type of relief among several groups into which the staff is divided. Definite assignment of duties is made to each group which consists of the necessary number of workers having the requisite qualifications required to perform the assignments.

The regular monthly summaries submitted to Washington, compiled from the individual city and town reports, and covering the various types of relief, show the case load, expenditures and average expenditures per recipient.

During this fiscal year Old Age Assistance showed a steady upward trend in cases and expenditures as well as average payment. The upward trend in case load began in August 1945. The upward trend in expenditure and average has been continuous since the beginning of the program.

TABLE I  
OLD AGE ASSISTANCE  
July 1946 — June 1947

<u>1946</u>	<u>No. of cases</u>	<u>Amount expended</u>	<u>Average per recipient</u>
July	79 882	\$3 765 651	\$47.14
August	80 359	3 810 440	47.42
September	81 055	3 846 019	47.45
October	81 814	3 981 583	48.67
November	82 631	4 153 109	50.26
December	83 252	4 208 435	50.55
<u>1947</u>			
January	83 477	4 210 269	50.44
February	83 911	4 242 480	50.56
March	84 139	4 242 996	50.43
April	84 322	4 261 511	50.54
May	84 555	4 285 198	50.68
June	84 767	4 289 240	50.60
Total		\$49 296 931	
Monthly average	82 847		\$49.59



During the fiscal year the number of families and children continued to increase as did the average grants and the total expenditures. This latter increase reflects the rising living costs which forced increases in the costs of budgetary needs.

TABLE II

AID TO DEPENDENT CHILDREN

<u>July 1946 — June 1947</u>					
<u>1946</u>	<u>Families</u>	<u>Children</u>	<u>Amount Expended</u>	<u>Av. per Family</u>	<u>Av. per Child</u>
July	8 198	20 431	\$ 689 832	\$84.15	\$33.76
August	8 243	20 513	691 564	83.90	33.71
September	8 315	20 653	702 819	84.52	34.03
October	8 314	20 616	735 868	88.51	35.69
November	8 349	20 728	779 602	93.38	37.61
December	8 454	20 939	794 098	93.93	37.92
<u>1947</u>					
January	8 568	21 165	815 317	95.16	38.52
February	8 746	21 619	848 438	97.01	39.25
March	8 888	22 007	862 531	97.04	39.19
April	9 059	22 420	870 289	96.07	38.82
May	9 133	22 643	873 124	95.60	38.56
June	9 250	22 944	884 129	95.58	38.53
Total			9 547 611		
Monthly av.	8 626	21 390		\$92.23	\$37.20

General Relief showed rising case loads both among the family cases and the single cases, which trend started after the war ended. Expenditures and averages reflected the increases due to the cost-of-living.

TABLE III

GENERAL RELIEF

<u>July 1946—June 1947</u>							
<u>1946</u>	<u>No. of Families</u>	<u>No. of Single Residents</u>	<u>Total No. of Cases</u>	<u>Amount Expended</u>	<u>Av. per Family</u>	<u>Av. per Single Resident</u>	<u>Av. per Case</u>
July	4 060	8 990	13 050	\$ 467 032	\$48.76	\$29.93	\$35.77
Aug.	4 088	9 067	13 155	473 393	48.67	30.26	35.99
Sept.	4 069	8 981	13 050	456 834	48.20	29.03	35.01
Oct.	4 239	9 081	13 320	519 110	48.59	34.48	38.97
Nov.	4 374	9 191	13 565	524 552	51.94	32.35	38.67
Dec.	4 756	9 350	14 106	573 032	53.64	34.00	40.62
<u>1947</u>							
Jan.	5 249	9 665	14 914	597 793	51.88	33.68	40.08
Feb.	5 238	9 764	15 002	578 401	51.34	31.69	38.56
Mar.	5 606	9 771	15 377	629 254	52.72	34.15	40.92
Apr.	5 557	9 717	15 274	623 054	52.69	33.99	40.79
May	5 549	9 653	15 202	620 633	51.82	34.51	40.83
June	5 326	9 561	14 887	572 948	51.03	31.50	38.49
Total				6 636 036			
Monthly Av.	4.843	9 399	14 242		\$ 51.11	\$32.50	\$38.83





In addition to the regular periodic reports submitted by the Bureau to Washington and used by the department, there are frequent calls for special reports or tabulations which usually describe some particular phase of the relief situation in more detail than can be obtained from the regularly published reports of the Bureau. Such organizations as chambers of commerce, taxpayers' associations, private welfare units and Universities frequently ask for data which the Bureau has available and such requests are always welcome.

During the past year the legislature has been aware of the vast fund of information available in this Bureau that is valuable to them in studying proposed changes in the law. It has been very gratifying to members of this Bureau who have worked diligently to build up this fund of information to see their efforts rewarded by the use of the information not only by the Department and the above mentioned organizations but by the Committees of the Legislature and its individual members.

Some minor changes were made in our basic report forms due to changes in reporting requirements or changes in the law. Except for these changes, the collection and compilation of our basic statistical data continued much the same as in the previous year.

Figures were prepared by this Bureau for the Commissioner on Taxation for the distribution to the various cities and towns of their share of the meal tax.

During the last half of this fiscal year, a study of the costs of medical care which had begun in 19 communities in April 1946, was processed by the Bureau. After recording was completed in local communities sometime during October and November, schedules were received by the Bureau. A total 14 000 schedules were edited for arithmetic accuracy and consistency, coded and prepared for mechanical tabulation. This was the largest study undertaken by the Bureau as it involved the preparation and tabulation of close to 50 000 punch cards. Work was continued on the study during the fiscal year and some preliminary tabulations were made for individual cities and towns. Some preliminary runs were made on individual items of expenses. The completed tabulations will not be ready until sometime during the next fiscal year.

A great deal of tabulation and charting and definitions of terms was done by the Bureau for the Governor's Advisory Commission on State and Municipal finances during this fiscal year. Computation and tabulations were completed by this Bureau on two Studies of clothing and food prices made by the Home Economist and field staff during the period.

In order to learn the extent to which boarding homes for the aged were used by Old Age Assistance recipients in the Commonwealth, a census of these homes was made in the summer of 1946. Much valuable information was secured as a result of this study and plans were made to collect similar information on an annual basis.

A recess commission was appointed by the legislature to study the adoption law and the Bureau in cooperation with the Adoption Division in the Department undertook a case study of adoptions. All adoption petitions filed during the first half of 1945 and the first half of 1946 were scheduled by the Adoption Division and the editing, coding and tabulation of the 1 350 cases was begun in the Bureau in March of 1947. Work on this material was in process at the end of the fiscal year.



Due to the change in federal matching provisions for assistance as well as administration the Social Security Administration required a report on the distribution of payments by dollar intervals for Old Age Assistance and Aid to Dependent Children cases for three months during the fiscal year rather than the one annual report required previously. This involved a great deal of added work by the Bureau of Accounts which prepares the approximately 80 000 punch cards for all communities except the city of Boston and additional work in the Bureau of Research and Statistics where the material was sorted and tabulated.

In conclusion, it may not be amiss to state that the Bureau has progressed tremendously in the past year. It has come to be recognized as a source of very valuable information by the Department as a whole and by many outside persons dealing with relief problems. Research work and forecasting is now being done by the Bureau to a limited extent. Efficient and effective services to the Commissioner and other policy making officials of the Department and the Legislature, to the cities and towns and to all state agencies, public or private are among our main objectives. The interchange of information among the various agencies concerned with the Social Security program has been and will continue to be encouraged by the Bureau. Finally, we wish to thank all the many cooperating individuals and agencies for their assistance during the year, with the assurance that any facts or figures in our possession are always available to them.





PART II

PRIVATE CHARITABLE CORPORATIONS

Annual Report for the Year Ending June 30, 1947



## PART II

### PRIVATE CHARITABLE CORPORATIONS

Patrick A. Tompkins, Commissioner

#### Supervisors

Miss Florence G. Dickson

Miss Muriel A. Hayes

Miss Mary C. Robinson

Government supervision of private charitable corporations is provided in three legislative enactments, the first of which requires the Department of Public Welfare to investigate all applications for charitable charters, while the second and third call for annual inspection and annual reporting. In the following pages of this part of the report the functions of the department and the year's work under these several statutes are explained.

#### INVESTIGATION OF CHARITABLE ORGANIZATIONS SEEKING INCORPORATION

General Laws (Ter. Ed.) chapter 180, section 6, provides that the department shall investigate, give a public hearing, and report its findings to the Commissioner of Corporations and Taxation, in all cases of charitable organization which seek a certificate of incorporation. During the year ending June 30, 1947, 68 applications for charters have been referred under the provisions of this statute. The department has completed its investigation, given hearings and reported on 56 applications, including 9 received prior to the beginning of the year.

Action has been taken by the Commissioner of Corporations and Taxation on 56 applications as listed below. All of these petitions have been approved and charters issued.

American Veterans Committee, Inc. of Lowell  
Amputee Veterans Association of America, Inc.  
Anna Weld Perkins Unitarian Memorial, Inc.  
A. S. Persky Fund  
Attleboro Girl Scout Council, Inc.  
Back Bay Nursery School Incorporated  
Barnett D. Gordon Family Foundation  
Bnai Israel Free Loan Association of Everett  
Boston Committee for Education on Alcoholism, Inc.  
Brothers of the Hospitaller Order of Saint John of God, Inc.  
Catholic Guild for the Blind, Archdiocese of Boston, The  
Catholic Scholarships for Negroes  
Children's Foundation, Inc.  
Columbus Club of West Quincy, Inc.  
Combined Jewish Appeal of Greater Boston, Inc.  
Community Fund of Fall River, Inc.  
Community Young Men's Christian Association of  
Amesbury, Massachusetts, Inc., The  
Concord Visiting Nurse Association





Corporation of the Members of the Catholic Association  
of Lawrence

Daughters of Israel, Inc.

Eastern Educational Fund, Inc.

Family Service, Inc., of Taunton

Framingham Council Girl Scouts, Inc.

Gardner Visiting Nursing Association, Inc.

Greek American Veterans Association, Inc.

Hillel Foundation of Cambridge, Inc.

Hudson Hospital Association, Inc.

Jacob Goldstein Sick Benefit Association, Inc.

James A. Lobban Memorial Education Fund

James Jackson Putnam Children's Center, The

Jewish War Veterans of the United States,

Worcester Post No. 32, Inc.

Liberal Arts, Incorporated

Louis I. Beckwith Charity Fund, Inc.

Lutheran Social Service, Inc.

Lynnhurst Community Improvement Committee, Inc.

Maamad Zicknai Talmidai Chachumim, Inc.

MacPherson Foundation, Inc., The

Major General Clarence R. Edwards Associates, Inc.

Massachusetts Gold Star Wives of World War II, Inc.

Massachusetts Horse Show Council, Inc.

Nantucket Boys' Club, Inc.

New England Boxers' Benevolent and Protective Association, Inc.

Northampton Council of Girl Scouts, Inc.

Polish Alliance Youth Camp, Inc.

Press Photographers Association of Boston, Inc.

Randolph Visiting Nurse Association, Inc.

R. H. White Charitable Foundation, Inc.

Rotary Service Fund of Worcester, Inc.

Southbridge Scholarship Foundation

South Worcester Veterans Post, Inc.

University of Pennsylvania Club of New England Scholarship Fund

Veterans Emergency Fund of Beverly, Incorporated

Wellesley Boosters, Inc.

Western Mass. B'nai B'rith Hillel Foundation, Inc.

Woburn Visiting Nurse Association

Yeshivah Achei Tmimin of Springfield, Mass., Inc.

#### SUPERVISION OF CHARITABLE CORPORATIONS

General Laws (Ter. Ed.) chapter 121, section 7, requires the Department of Public Welfare, upon the request or with the consent of a charitable corporation, to make annual inspection or investigation of such corporation.

During the past year supervision of incorporated charities has been continued through visits and conferences by the supervisors. There have been 125 inspections involving many consultations and visits to institutions.

There have been 453 inquiries regarding particular charities and general matters pertaining to the field of private charity.



## NUMBER AND CLASSIFICATION OF INCORPORATED CHARITIES IN MASSACHUSETTS

Of the 1,549 charitable corporations which made returns to this department during 1947, 133 are homes for the aged; 151 are hospitals, sanatoria and other institutions for the sick; 150 are nursing societies and other health agencies; 279 are agencies giving family service and relief; 132 are child-serving agencies; 211 are youth agencies; 99 are settlements and neighborhood centres; and 151 are federations, foundations, and community chests. The remaining 243 form a miscellaneous group chiefly civic or eleemosynary in their nature.

## ANNUAL REPORTS OF CHARITABLE CORPORATIONS

General Laws (Ter. Ed.) chapter 180, section 12, provides that a charitable corporation incorporated within this Commonwealth must make to this department an annual financial return on or before the first day of June in each year, and further provides that if any corporation fails for two successive years to make the report, the Supreme Court may decree its dissolution.

## CORPORATIONS DISSOLVED

In 1947, 9 corporations were dissolved by decree of the Supreme Court. The list follows:-

Boston Society for the Care of Girls, The  
Camp Alcott, Inc.  
Camp Chebacco, Inc.  
Hebrew Educational League Incorporated  
Rutland Entertainment Association, Inc.  
Southwestern Middlesex Public Health Association, Inc.  
Springfield War and Community Fund, Incorporated  
U.S.O. Greater Boston Soldiers and Sailors Committee, Inc.  
Wilbraham Horse Show Association, Inc.

## REGISTRATION OF FOREIGN CHARITABLE CORPORATIONS

General Laws (Ter. Ed. chapter 180, section 12A, requires a charitable corporation incorporated elsewhere than in Massachusetts, which engages in charitable work or raises funds within the Commonwealth, to file with the department (1) a true copy of its charter or certificate of incorporation, (2) a true copy of its constitution and by-laws, and (3) an annual report on or before June first. Approximately 42 corporations organized outside Massachusetts filed reports under this statute during the year.

## NO ENDORSEMENT OF PRIVATE CHARITABLE ORGANIZATIONS

The Department of Public Welfare endorses no private charitable organization or agency. This rule is absolute, regardless of the known standing of any such society. Inspection and publication of the annual return in this volume do not mean approval; on the contrary, inspection may mean the discovery of conditions calling for condemnation. No agency is warranted, therefore, in using the fact of inspection in such manner as to lead the public to believe that the department approves or in any sense commends its work.





DIVISION OF CHILD GUARDIANSHIP

ANNUAL REPORT

July 1, 1946 - June 30, 1947



## DIVISION OF CHILD GUARDIANSHIP

Marion A. Joyce, Director

- - - - -

The year 1946-1947 was marked by several achievements in the direction of providing more facilities for serving the Division's children. Branch offices were opened, board rates were raised, increased staff brought lowered case loads as well as more home-finding service, more staff cars were secured, and the position of in-service training supervisor was established.

The chief focus of effort was on the speedier decentralization of the child placing work, planned as reported in the last Annual Report. In spite, however, of tremendous effort, it was possible within the year to open only the second and third district offices - leaving two for next year, preparation for one of them being well under way at this year's end. In January the District VI office in New Bedford was opened to serve the area from Fall River to Provincetown; and in June the District III office in Lawrence to serve the northeastern section of the state. As in the case of the Springfield office last year, there were laborious and time-consuming preparations to be made in copying and splitting case records wherever children were placed in a different district from that whence they had come into care and where their families lived, and wherever families of children in care were placed partly in different districts; also in securing a local pediatrician to examine new children for each district office; in arranging for local clothing purchasing for new children of each district office; in securing reception and temporary home facilities to provide care for new children of each district office; and in rounding out the personnel of each district office to make it a complete child placing unit with staff for making intake studies of dependent children, for homefinding, for receiving new children and for placing infants - as well as for supervising children in placement and covering court intake, the only two functions on which staff had previously been localized all over the state. In the case of the New Bedford office, the only available space adjacent to the district office of the Division of Aid and Relief was really inadequate; but the office opened with the hope that an additional room might become available for rental within a year. In the case of the Lawrence office, which not only has a much larger case load but covers an area that furnishes a high intake in proportion to the population, it was necessary to find temporary homes with a total capacity of twenty-five children - which was difficult and therefore delaying.

The transfer of thirty-three positions from the Division of Aid and Relief to the Division of Child Guardianship and the upgrading of four of them, authorized by the 1946 Legislature and mentioned in the last Annual Report, helped greatly in the setting up of many of the new positions in district offices; although the transfers included several positions, as reported last year, previously loaned to augment the Division's staff engaged in investigating independent adoptions and homefinding. While time was needed to orient these workers from the supervisory public assistance program to the work of direct services





to children, they were gradually assigned to intake, homefinding, child placing and court work as well as to adoption investigations and the licensing of independent boarding homes. Thus was made possible a reduction of some over-large territories and high case loads of visitors. By the end of the year the average case load of a typical worker in child placing was 104. Furthermore, the upgrading of three transferred positions furnished additional supervisory staff for the district offices - which meant an important lowering of the worker load per supervisor.

Board rates were raised beginning August 1, 1946 through increased appropriation authorized by the 1946 Legislature. As of that date the rate for infants under two went from \$6.50 weekly to \$10.00, and for children in temporary homes from \$8.00 to \$9.00. As of September 1st, the other rates were also raised: for children between two and three, from \$6.50 to \$8.00; for children between three and five, from \$6.00 to \$8.00; for children from six up, from \$6.00 to \$7.00; (with the usual additional half-dollar for defective children). These increases, in the face of ever-rising costs of living and the accompanying shortage of foster homes, represent a heartening gain.

Another front on which very real progress was made was that of supplying state-owned cars to the staff. Obviously the work cannot be done except by a staff of social workers driving cars, without great loss of time and therefore state money - to say nothing of convenience or hardship; and at the same time it is unrealistic to expect case workers in a salary range of \$2040 to \$2760 to purchase cars at current prices. Thus it was most gratifying to have twelve cars added during the past year to the eleven with which we started the year, and of which the first to be secured dated only from June 1944. While the need is still by no means entirely met, this past year showed such great relative gain that the outlook seems encouraging.

An important step taken in the past year was the establishment, thanks to Federal funds supplied through the Child Welfare Services program, of the position of In-Service Training Supervisor. In a day when social agencies starting with staff equipped by professional training consider staff development an important part of their program to furnish better and better service to people, this agency - unable to secure trained staff and unable to furnish enough supervisory time for much individual staff development - has felt acutely aware of its problem. On November 1st the Division added an In-Service Training Supervisor to start on a very large program, for it has always new workers being added, old workers without professional training, and some supervisors with incomplete training. Simultaneously, of course, with the establishment of the position, the Division had the large number of workers newly transferred from the public assistance program to be oriented to their new field and various assignments. Along with giving this orientation, the In-Service Training Supervisor this spring began a discussion group with supervisors on content and method of supervision, and did some recruiting for social worker vacancies.

Lastly, another real gain was the addition on December 1st of an assistant supervisor to the staff unit investigating adoption petitions for the courts. The increase of field staff in this unit (via the transfers) to thirteen - to say nothing of the continuing pressures in the volume of petitions referred and the impossibility still of reporting to the courts within the time allowed by law - had made the need





for this position serious, and the upgrading of one of the transferred positions made it possible.

Moneys collected for the support of children in the care of the Division during the year totaled \$360,593.66. Of this, \$215,280.34 was received from cities and towns where dependent children in care had settlement; and \$101,799.03 was received from parents, \$70,842.54 of that coming through probation officers as the result of support orders made by the courts. Most of the remainder came from such Federal agencies as Old Age and Survivors' Insurance and the Veterans' Administration. Only the two preceding years - when servicemen's allotments were a larger factor - showed higher total collections for support. The past year's total was fifty per cent higher than that for the year 1938-1939; and the fraction of it from parents, over twenty-five per cent higher.

#### CHILDREN IN THE CARE AND CUSTODY OF THE DIVISION

The year closed with 6,155 children in care, a decrease of 56 from a year ago, possibly representing a leveling off of the trend toward lowered agency case load - which has declined by about 2,000 since 1940 and at an average rate of 395 a year in the preceding five years. Although intake was less during the past four years, the declining case load has been due not so much to fewer children being taken into care, as to a large number of children discharged from care. The leveling off of the trend this year reflects a smaller number of children discharged rather than an increase in intake. Actually, 1,064 children were received in care, 12 fewer than last year; whereas 1,120 were discharged, 328 fewer than last year.

The status of children received for care showed an interesting change, in that 64% were classified as neglected, and 28% as dependent, whereas last year 70% were neglected and only 21% dependent. This reverses a trend dating from the early 1920's, in which the proportion of neglect commitments has steadily increased, a matter occasioning considerable concern in the past, since in the neglect commitments children are received with the Division having been given no opportunity to plan for them in advance, and with little or no information on which to make an adequate plan once the children are received. Within the category of neglect, the significant change was in the temporary commitments - which dropped by 65, whereas the permanent commitments dropped by only 8. Delinquent children received were 9 fewer than last year, in line with recent practice of curtailing the intake of markedly disturbed children because of the difficulty of finding foster homes for even non-problem children.

The sharp drop in the number of discharges this year is accounted for in large measure by the decrease in the number of children discharged to court, which was less by about 150 than last year and is a natural result of the decreasing temporary neglect commitments. While there was no conscious modification of practice in this area, 82 fewer children were returned to parents and relatives than in the previous year. Discharges resulting from enlistments in the Armed Services fell by 56, and 43 fewer older girls and boys became self-supporting before reaching their majority. The presumption is that





enlistments and discharges of children becoming self-supporting were relatively high in the year ending June 1946, since during this past year no weighting of the cross section case load in the age ranges from 16 years on has developed.

In age, sex, religion, status and location, the case load of children in care at the end of the year was quite similar to that of the previous year. The median stay with the Division varied from 4.7 years in the year ending June 30, 1946 to 4.4 years during the current year.

The difficulty in developing new foster homes continued as a major problem during the year and was inevitable in its effect on the quality of care of many children. Altogether 416 new homes were approved, 56% Catholic, 42% Protestant, and 2% of other or mixed religion\* - the proportions being almost identical with last year's. Of the approved homes, 399 were for boarding care, the type of home most urgently needed, since adoption and wage homes are required only in small numbers. The 71 visitors and nurses carrying case loads of children approved 179 of these homes, working chiefly from unsolicited applications. The single homefinder in Springfield found 27 of them, while the specialized home-finding unit in Boston, having an average of 7 3/4 workers during the year, found the remaining 193 homes, sifting more than 2,000 leads - most of which were recruited by the unit - to secure them. While 21 more boarding homes were approved this year than last, the total approved fell far short of the boarding home requirement of an agency having more than 6,000 children in direct care.

Temporary homes, in which most new children over three years of age are placed on reception and remain until permanent placements can be arranged for them, carried a larger number of children than during the previous year. It was possible, however, by the end of the year through the addition of some new temporary homes and the expansion of other small ones, to reduce to three the number of homes caring for 20 or more children, thus eliminating some of the most dangerous overcrowding. Children left Boston temporary homes for permanent placement this year at an average rate of 29 a month, whereas the rate was 26 a month last year. Crowding of permanent homes increased, with 1,147 children in homes caring for more than four unrelated children, according to a June 30th census - 87 more children than found in a similar census in the previous year. Siblings were separated to a slightly less degree. On June 30, 1947, there were 1,002 family groups of two or more children in foster homes, involving 2,908. Of these, 305 families, involving 761 children, had been kept together in single homes, 43 more children than had been kept together last year. Of the intact families, there were 204 with two children; 69 with three children; 19 with four children; 9 with five children; 3 with six children and 1 with seven children. Far more family groups were separated, however, including 697 families involving 2,147 children. Among the separated families were 275 with two children; 196 with three children; 115 with four children; 52 with five children; 37 with six children; 13 with seven children; 6 with eight children; 2 with nine children; and 1 with ten children.

\*Homes of mixed religion are used only for the temporary care of children.





Thus real progress in effecting improvement in standards of care for children cannot be reported this year, despite gains in personnel, board rates and other facilities. Possibly this was not to be expected, since during the year there was so much change and newness coincident with the accelerated plan for decentralization and the addition of a large number of new staff members. By fall, the number and location of the district offices to be developed were definitely decided upon, with the plans to go forward as rapidly as possible; hence many changes and multiple steps could be concentrated in the year and planned in a concerted way, an economical procedure in the long range but costly in the immediate expenditure of time and energy. Because the new district office lines conflicted at many points with the territorial lines of visitors supervising children, the supervision of a substantial number of children had to be transferred from one visitor to another. Likewise, the supervision of a good many workers had to be transferred from one supervisor to another, as a result of the addition and reassignment of supervisors to staff the new offices. Supervisory time in large amounts had to be given by the Boston office to prepare new workers to assume in district offices the specialized functions of intake, reception, supervision of infants and homefinding. In addition, homefinding time was diverted to a great extent from the usual homefinding activities to develop reception temporary and infant homes in the new office areas.

While there was confusion and lag in many quarters resulting from so much change occurring simultaneously, the benefits of decentralization continued to be demonstrated in the offices established, the Springfield office having been in operation 19 months by the end of the year and New Bedford 6 months. In these districts, the Division of Child Guardianship had become an entity in the community, recognized as a localized social agency readily available to other social agencies and the general public. Requests for service were handled promptly, without the long delays involved when workers had to be sent out from Boston. Closer contacts with foster parents were maintained, primarily because of the accessibility of the offices which they are using increasingly. Greater use by staff of local resources has tended to develop because of increased knowledge of resources and improved inter-agency-relations. Special value has been placed by the new district offices on the meaning to the child, when being received, of coming into the informal reassuring atmosphere of a reception home, in contrast to the austerity of the State House. Fears have seemed to be reduced, with a lessening of the child's tendency to tag himself as a "State Ward." Because of greater proximity, parent-child relationships have been maintained more readily, with consequent enhancement of the possibility of the child's eventual return home. These, along with advantages attendant on district office organization noted last year, specifically the more rapid permanent placement of newly received children, the reduction of crowding in temporary homes, the greater unification of case work planning, the placement of young children in line with their religions and thus the elimination of the automatic transfers from infant homes on children's reaching three years of age, plus the general improvement of case work practice growing out of the constant access to case records and supervision - all represent impressive gains which compensate in fair measure for the disruptions and confusion of the past year.





CHILDREN RECEIVED INTO CARE 7/1/46 to 6/30/47

Age	<u>Age, by Religion and Sex</u>							<u>Status, by Sex</u>			
	<u>Total</u>	<u>Cath.</u>	<u>Boys</u>	<u>Girls</u>	<u>Prot.</u>	<u>Boys</u>	<u>Girls</u>	<u>Other</u>	<u>Boys</u>	<u>Girls</u>	<u>Total</u>
Ages	1064	363	282	217	175	15	12	All Statuses	1064	595	469
0-1	117	34	26	33	19	3	2	Dependent, Sec. 14	3	0	3
1	106	30	32	23	19	1	1	Dependent, Sec. 22	66	46	20
2	91	33	15	21	18	1	3	Dependent, Sec. 28	14	8	6
3	79	30	17	21	10	0	1	Dependent, Sec. 38	218	134	84
4	77	22	20	16	17	2	0	Neglected, Perm.	260	141	119
5	64	24	15	13	10	1	1	Neglected, Temp.	416	205	211
6	63	20	20	15	8	0	0	Delinquent, Perm.	7	3	4
7	58	24	17	5	11	0	1	Delinquent, Temp.	79	58	21
8	56	20	15	11	8	2	0	Wayward, Perm.	1	0	1
9	50	16	15	7	11	0	1	Wayward, Temp.	0	0	0
10	55	15	23	9	5	2	1				
11	50	20	21	6	3	0	0				
12	34	13	8	7	5	1	0				
13	61	21	16	14	7	2	1				
14	33	11	8	4	10	0	0				
15	31	10	8	5	8	0	0				
16	18	6	4	4	4	0	0				
17	2	0	0	1	1	0	0				
18	1	1	0	0	0	0	0				
19	4	3	0	1	0	0	0				
20	2	2	0	0	0	0	0				
NR	12	8	2	1	1	0	0				

CHILDREN DISCHARGED 7/1/46 to 6/30/47

Reason for Discharge, by Sex

<u>Reasons</u>	<u>Total</u>	<u>Boys</u>	<u>Girls</u>
All Dispositions	1120	601	519
To Court	296	172	124
To Parents	212	113	99
To Armed Forces	123	123	0
Committed to State School for Mentally Defective	115	50	65
Became of Age	85	17	68
Married	65	1	64
To Relatives other than Parents	62	33	29
Adopted	40	22	18
Became self-supporting	37	16	21
Committed to Correctional School	26	23	3
Whereabouts unknown on June 30	19	7	12
To Place of Settlement	12	9	3
Died	8	3	5
Transferred to Correctional School	8	6	2
Bailed	3	1	2
Committed to Reformatory	2	1	1
To Private Agency	2	2	0
Other	5	2	3



CHILDREN UNDER CARE ON JUNE 30, 1948

<u>Ages, by Length of Time Under Care</u>							<u>Status, by Sex</u>			
<u>Age</u>	<u>Total</u>	<u>0-1</u>	<u>1-5</u>	<u>5-10</u>	<u>Over 10</u>	<u>NR</u>	<u>Status</u>	<u>Total</u>	<u>Boys</u>	<u>Girls</u>
All										
Ages	6155	759	2438	1764	1141	53	All Statuses	6155	3214	2941
0-1	63	63								
1	141	85	53			3	Dependent, Sec. 14	3	0	3
2	202	71	127			4	Dependent, Sec. 22	450	239	211
3	215	57	154			4	Dependent, Sec. 28	5	2	3
4	266	63	198			5	Dependent, Sec. 38	1736	983	753
5	266	45	202	16		3	Neglected, Perm.	3537	1747	1790
6	326	54	224	47		1	Neglected, Temp.	292	151	141
7	308	42	181	83		2	Delinquent, Perm.	58	44	14
8	355	36	178	140		1	Delinquent, Temp.	28	22	6
9	365	42	159	158		6	Wayward, Perm.	3	1	2
10	392	45	149	193	3	2	Wayward, Temp.	2	2	0
11	411	28	154	186	42	1	Not Recorded	41	23	18
12	412	32	141	168	71					
13	386	28	104	141	109	4				
14	414	30	117	138	125	4				
15	391	26	83	127	151	4				
16	389	10	96	117	163	3				
17	340	2	58	108	172					
18	243		40	60	141	2				
19	164		13	56	92	3				
20	101		6	25	69	1				
21	3			1	2					
NR	2		1		1					

LOCATION, BY RELIGION

Location	Total	Catholic	Protestant	Other
All locations	6155	3836	2278	41
Foster Home Total	5368	3320	2013	35
Board and Clothing	4829	2990	1809	30
Board	51	31	20	0
Clothing	54	32	22	0
Free	59	31	26	2
Work	15	1	12	2
Wage	69	41	28	0
Independent	291	194	96	1
Non-medical Institution	117	87	30	0
Board and Clothing	73	55	18	
Board	13	9	4	
Clothing	13	9	4	
Free	18	14	4	
Medical Institution	155	88	63	4
Board and Clothing	11	7	4	0
Board	52	31	18	3
Clothing	2	1	1	0
Free	90	49	40	1
With Parents	192	124	67	1
With Other Relatives	123	83	40	0
In US Services	39	31	8	0
Married	8	6	2	0
Staff in Institutions	43	33	10	0
Whereabouts Unknown	37	12	25	0
Other	73	33	39	1





## INVESTIGATION OF INDEPENDENT ADOPTIONS

While the number of petitions investigated and reported on to the courts this past year was higher by 212 than in the preceding year (which was higher by 251 than the next highest year in the history of this work), the over-all picture remains much the same as for several years now. Intake of petitions referred by the courts was 226 more than in the preceding year and reached an all-time high of 2,042; and the number of pending cases, i.e., cases in the hands of the Division and not completed, was 20 higher at the end of the year than at the beginning. The pressures, therefore, in spite of additions to the staff (which by the year's end made a total of one Supervisor, one Assistant Supervisor and fifteen field workers), were still extremely great. The only change was the diminished number of complaints taken over the head of this staff because of slowness in reporting back to the courts. The situation continues discouraging, with the law allowing only thirty days for investigation and reporting, and reality factors making this impossible. In addition to a backlog of 872 pending cases when the year began, there were a number of newly assigned workers who had no background at all in child placing work and could move only very slowly toward producing satisfactory work in quality or quantity - in the face of mounting intake and the absolute necessity for more than thirty days in many cases to comply with the law in other respects. While the law requires six months' residence by the child in the petitioners' home before an adoption can be granted, many petitions are filed and referred to this office immediately upon the placement of new-born infants. Again, the law requires the Department "to determine the condition and antecedents of the child for the purpose of ascertaining whether he is a proper subject for adoption, and to determine whether the petitioners and their home are suitable for the proper rearing of the child." To discharge this responsibility often requires from six to twenty months because of information withheld and misinformation given on matters absolutely essential to the determining even of the child's true identity - to say nothing of the need for time to elapse before petitioners' divorces are absolute and their current marriages, therefore, valid.

During the past year the supervisor visited the judges of several of the busier probate courts with a view to discovering whether the reports sent to them meet the needs of the court. More such contacts will be made as time permits, for they lead to better understanding of our common goals and ways of reaching them.

The Special Commission appointed for the purpose of making an Investigation and Study of the Laws and Practices relating to the Adoption of Children throughout the Commonwealth, which it is hoped will eventually introduce a bill calling for several improvements in the adoption laws, has turned to this office with many questions that can be answered only from its experience. There has been a substantial amount of both statistical and descriptive data turned out for the Commission's use, in addition to other information gladly given to assist in its study.



Statistics for the Year ending June 30, 1947

Cases pending June 30, 1946	872	
New petitions referred by Courts		
July 1, 1946 to June 30, 1947	<u>2042</u>	2914
Cases closed July 1, 1946 to June 30, 1947	2022	
Investigated and reported to Courts	1874	
Not investigated (withdrawn or otherwise eliminated)	148	
Cases pending June 30, 1947	<u>892</u>	
		2914
Reports to Courts on completed investigations covered adoption petitions for		
Legitimate children		
By relatives	615	
By persons other than relatives	<u>219</u>	834
Illegitimate children		
By maternal relatives*	437	
By alleged relatives	18	
By persons other than relatives	<u>585</u>	1040
Foundlings		0

Of these petitions investigated 1 was to be withdrawn and 51 were definitely disapproved in reports to the Court; 55 were approved with reservation.

\* Of these, 309 were petitions of mother and her husband.

LICENSING OF INFANT BOARDING HOMES

The Department in its early years learned from the mortality rate that a young child has a better chance to survive if placed alone in a foster home than in an institutional group. When the Infant Boarding Home law went into effect in 1892, infants under the age of two in the care of the Department and in licensed infant boarding homes were restricted to two in one foster home; and that policy is still in effect. However, during the past year several private agencies, due to increased demands upon them for infant placements, asked to have this policy relaxed. After joint discussion and due deliberation it was agreed to experiment by giving to some agencies the privilege of making - under certain conditions - temporary placements in licensed homes of a third child under two years of age. This privilege was rarely used and all due safeguards were maintained.

The vigilance necessary to protect children in private foster homes is indicated by the applications for licenses still being received





from unsuitable persons whose histories reveal criminal records, immorality and abuse of children. Unfortunately, even though a license is refused to such a person, under the present law any one may board one child without the need of a license.

The lack of interest on the part of some parents in the welfare of their children is evidenced by some fantastically bad placements; and the casualness of parents who place their children with absolute strangers is startling. One mother promised her unborn child to a man whom she had never seen before but who spoke to her while she was telephoning in a drug store. This child and sixteen others were removed from private boarding homes during the year for the protection of the child or because of abuse. Three of these seventeen children had been placed for adoption. The mothers had severed all ties without discovering that one foster parent had a striking criminal record, another was immoral and had neglected her own children, and a third had been in several mental institutions and was illegally married to a man recently released from prison. The other fourteen children had been placed out at board in equally unsatisfactory homes. These seventeen removals represent a far higher number in a single year than any previous annual total.

Four mothers were helped by the licensing staff to recover their children from foster parents who felt that 'possession is nine points of the law.' Efforts on the part of these mothers to re-establish their families had failed to receive support from social agencies which, in considering the liabilities of the parents' homes, seemed to have overlooked the even greater liabilities of the independent foster homes.

Another function of the licensing unit is to get correct reports of children placed apart from their parents. Misinformation is often given in an attempt to hide a mother's disgrace or to abandon a child. The staff has many times, in spite of difficulties, established a child's identity. During the past year, for example, it was found that a young woman who gave birth to her third illegitimate child, in registering at the hospital, had given as her own the full name, address, date and place of birth of an unmarried high school classmate of excellent reputation whom she had not seen for several years.

Continued requests from parents for boarding home suggestions are made to the licensing staff. When their applications to child placing agencies are not accepted, parents often turn to the licensing unit for what assistance it can give. Particularly distressing are situations of defective children. Unless the parents have means, not much help can be given since independent boarding homes ask \$35 a week for such children. It is, thus, constantly a concern in this work, as well as in the child placing section, that the facilities for the care of defective children in this state are still woefully inadequate.

As in the past the staff has worked diligently to carry out the intent of the law to protect children living apart from relatives or guardians. The public is increasingly more aware of this service and readily reports children who are not properly treated. During the past year there were received and investigated 139 complaints made by relatives, neighbors and public and private agencies. Eight hundred and ninety-six (896) requests for licenses were investigated; and as many



of the homes reporting only single children were visited as time allowed. The numbers of placed out children in independent boarding homes continue to increase faster than the staff grows, although the licensing unit now has eight field workers instead of the five with which it started in 1942.

General Summary

Children reported in foster homes 1946-1947 . . . . .		6788
Placed by agency . . . . .	1845	
Placed privately . . . . .	4943	
Boarding homes listed . . . . .		6631
Homes used during 1946-1947 . . . . .		5236
Agency homes . . . . .	1658	
Private homes . . . . .	3578	
Homes visited . . . . .		3597
I. Applications pending June 30, 1946 . . . . .		35
II. Application blanks issued during year . . . . .		896
III. Application blanks worked on during year . . . . .		931
IV. Applications disposed of during year . . . . .		844
(a) Withdrawn before action by Board of Health . . . . .	279	
(b) Withdrawn after action by Board of Health . . . . .	67	
(c) Licenses granted . . . . .	455	
1. Agency licenses . . . . .	118	
2. Private licenses . . . . .	337	
(d) Licenses refused . . . . .	43	
V. Applications pending June 30, 1947 . . . . .		87
Licenses revoked . . . . .		2
Children removed under Chapter 119, Section 14 . . . . .		3
Children removed under Chapter 119, Section 28 . . . . .		14
Foster mothers brought to court . . . . .		2
Complaints on homes received and investigated. . . . .		139





Analysis of Placements 1946-1947

Children privately placed . . . . .		4943
At board . . . . .	4021	
Free . . . . .	66	
For adoption. . . . .	856	

Of the above, the following during the year

Were adopted. . . . .	361
Became fourteen years of age . . . . .	17
Died . . . . .	9

Children placed by private agencies . . . . .		1845
At board . . . . .	1155	
Free . . . . .	22	
For adoption . . . . .	668	

Of the above, the following during the year

Were adopted . . . . .	247
Became fourteen years of age . . . . .	314
Died . . . . .	2

Total number of children . . . . .	6788
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Advertising in Metropolitan Boston Newspapers

Wanted -- children to board

Licensed homes . . . . .	535	
Known to Department but not licensed . . . . .	766	
Not previously known. . . . .	336	
Blind advertisements. . . . .	165	1802

Wanted -- homes for children

By agencies . . . . .	192	
By parents . . . . .	265	
Blind advertisements. . . . .	236	693

Total Advertisements. . . . .	2495
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Advertisements for children to board which gave telephone number or other identification increased 11.4%. The total of all blind advertising decreased 24%. Through the cooperation of the newspapers it was possible to trace over 80% of the blind advertisements.

In addition to the above there were approximately 200 advertisements followed up in the Worcester and Springfield areas, where newspapers have a system of direct contact with staff in those areas.



## CHILD WELFARE SERVICES

During the past year, the Child Welfare Services staff continued both direct and indirect service to children. Approximately half of the 1195 children served were given case work service in their own homes by the local child welfare workers. The remaining number were assisted by the Child Welfare Services consultants to find resources which might offer them the more intensive help which they needed, or, being boarded by local authorities, were visited by the consultants under the law which requires annual visitation of such children by the Division. Several hundred children boarded by the local boards of public welfare were seen, with more careful inquiry into their condition than is possible when the child placing workers, already over-burdened with their high case loads of children in care of the Division, make such calls.

The indirect help to children given by the Child Welfare Services staff during the year was marked by considerable variety. Assistance was given by the consultants in the completion of the Massachusetts Conference of Social Work's study of health and welfare resources in local areas and also in the preparing of a regional manual. Help was given in planning two regional meetings of the Massachusetts Conference of Social Work and an Institute was organized on Child Placing in Small Communities. A Conference was also organized on Youth Conservation for the Massachusetts Conference of Social Work and the Women's Clubs of the Cape Cod region. Talks were given to various local groups as well as to a relief offices' association, to a college class in sociology and to district conferences of the Massachusetts Conference of Social Work. Speakers and books were secured for a child study group and for a women's club. One consultant was a member of the Women's Committee of the Bay State Schools and a member of the State Day Care Committee, and also acted as a consultant to a local cooperative nursery. One consultant reviewed a reading list on child guidance for a city public library. Remedial reading service was temporarily secured for a small section of the state. Consultation was given a children's committee on the matter of employing a local family worker. And in addition to these services given by the staff, a research worker was employed through Child Welfare Services funds to study the needs of children in an industrial city of over 60,000, receiving continuous support and assistance from the consultant in the area.

Promotion and interpretation of the local Child Welfare Services program to boards of public welfare and to other community leaders was continued for a number of months. But as the end of the year approached and another year was passing without this effort resulting in the suggestion from any groups of towns of interest in supporting, financially or otherwise, such a program of case work services to children in their own homes, scrutiny was naturally directed to the program of recent years along these lines and to its accomplishments. It was clear that a decade of effort to enlist local interest, even with complete initial subsidy, had produced but four local programs, of which three survived; and that of these three, one - after eight years - is but 60% locally supported, one - after more than five years - is but 25% locally supported, and one - after three and one half years - is still completely subsidized by Child





Welfare funds. Considering all this and the fact that Miss Hill's study of "Socially Handicapped Children in Non-Urban Massachusetts" of 1940, which served as the basis for a change of program after the first three years, soundly predicted what happened - change in planning again was indicated. Thus the Division, the Commissioner and the Children's Bureau - which supplies the Child Welfare Services funds and supervises their use - agreed that since the post-war period with various war-connected activities in community organization for children over, the Child Welfare Services staff had come to focussing its efforts on what the 1940 plan had indicated should be only a part of its work, review of the objectives of that plan was indicated, with a shift in emphasis to some that should be more fruitful. Thus the plan for the coming year, now awaiting the approval of the Children's Bureau, emphasizes concentration of work, in the area of local services for children in their own homes, on local strengthening and fuller local participation in carrying the three existing units with the aim of having them projects for which the local authorities will within a limited time take over all-but-complete responsibility; and the strengthening through Child Welfare Services funds of the Division's program in areas of great need that state funds will not yet meet. Chief among these are provisions for expanded service in placing children for adoption, expanding the minimal existing service to families of children in care with a view to their speedier rehabilitation where possible, the provision of full time education leaves for staff members, and the establishment of the first research position in the agency.



1948

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THE COMMONWEALTH OF MASSACHUSETTS↑ DEPARTMENT OF PUBLIC WELFARE

(Patrick A. Tompkins, Commissioner

To the Honorable Senate and House of Representatives:

The Twenty-ninth Annual Report of the Department of Public Welfare, covering the year from July 1, 1947 to June 30, 1948, is herewith respectfully presented.

## Members of the Advisory Board of the

## DEPARTMENT OF PUBLIC WELFARE

Date of Original Appointment	Name	Residence	Date of Expiration
12/ 1/35	Mrs. Vincent P. Roberts	Chestnut Hill	1/31/51
9/ 8/43	Rev. James H. Doyle	Boston	1/31/50
2/20/46	Albert F. Doyle	Brockton	1/31/50
2/20/46	Rabbi Levi A. Olan	Worcester	1/31/49
4/ 9/47	Robert W. Bodfish	Longmeadow	1/31/49
2/11/48	Miss Ida M. Cannon	Cambridge	1/31/51

13181

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DIVISIONS OF THE DEPARTMENT OF PUBLIC WELFARE

BOSTON

Division of Aid and Relief, Room 30, State House  
Robert P. Curran, Director  
Albert E. Howell, Chief Supervisor  
Subdivision of Social Service  
Flora E. Burton, Supervisor  
Subdivision of Appeals  
Louis R. Lipp, Supervisor  
Bureau of Accounts  
Clarence A. Bingham, Supervisor  
Bureau of Research and Statistics  
John F. Mungovan, Acting Supervisor  
Division of Child Guardianship, Room 43, State House  
Marion A. Joyce, Director  
Esther Hill, Assistant Director  
Bureau of Incorporated Charities, 15 Ashburton Place  
Florence G. Dickson, Supervisor  
Division of Juvenile Training, 41 Mt. Vernon Street  
Benjamin Joy, Chairman  
Walter C. Bell, Executive Secretary  
Division of Commodity Distribution, 600 Washington Street  
John C. Stalker, Director

INSTITUTIONS UNDER THE SUPERVISION OF THE

DEPARTMENT OF PUBLIC WELFARE

Tewksbury State Hospital and Infirmary, Tewksbury  
C. Winthrop Houghton, M. D., Superintendent  
Massachusetts Hospital School, Canton  
Donald C. Gates, M. D., Superintendent  
Lyman School for Boys, Westborough  
Charles A. DuBois, Superintendent  
Industrial School for Boys, Shirley  
Robert T. Gray, Superintendent  
Industrial School for Girls, Lancaster  
Elizabeth Bode, Superintendent



## REPORT OF THE COMMISSIONER OF PUBLIC WELFARE

The more important highlights affecting the Department's program during the fiscal year ending June 30, 1948, can be summarized as follows:

- (1) In the field of public assistance, the upward trend in both expenditures and case load, which had been experienced since the close of the war, continued. However, case loads are far below pre-war levels on the family assistance programs of Aid to Dependent Children and General Relief. In Old Age Assistance, the pre-war case load has now been exceeded, but this can be traced principally to the general increase in the number of aged persons in the population, although liberalization of the program has also contributed to the rise. As detailed later in the report of the Aid and Relief Division, the Department effected a complete revision of the budgetary standards used in the various categories of public assistance. This revision had the dual purpose of simplifying the method of determining the amount of assistance which a family needed and removed various inequities which had developed in the use of the old standards.
- (2) In the field of child welfare and child guardianship, the decentralization of these activities to the field was completed during the present year when the final two field offices, located in Brockton and Worcester, were opened. The Department has now established in five of its District Offices, child welfare units. The metropolitan Boston area will be administered through a single District Office located in Boston, responsible for child welfare and child guardianship services in the two Boston Districts (IV and VII).

During the year, the Division received 959 children, and discharged for various reasons 891. This rise in the total number of children in the Division's custody amounts to less than 2%.

- (3) In relation to the Department's responsibility for investigating petitions for proposed charitable corporations, a most important change occurred during the year. By virtue of Chapter 461, Acts of 1947, which became effective on August 25, 1947, two new provisions apply in connection with the investigation of proposed charitable enterprises:
  - (a) The Advisory Board of the Department must make a recommendation on each proposed charitable agency.
  - (b) The Advisory Board must, among other things, determine whether the "need" for such an organization exists.

The legislation is expected to reverse the trend in recent years under which large numbers of small charitable agencies have tended to come into existence, many of them serving no useful purpose in the over-all community planning of the city or State. The Commissioner and Advisory Board have been somewhat concerned during the year with the matter of petitions for charitable corporations filed by persons who appear to have in mind establishing a family trust. These groups usually plan to give to the corporation, if established, the maximum charitable contribution allowed under the Federal income tax laws, but usually have no definite plan as to the type of charitable use to which the money will eventually be given nor the time when such expenditure by the family corporation will occur. The Advisory Board has consistently refused to grant approval for such family charitable corporations.





(4) During the year the Department devoted considerable time to the work of special recess commissions. The Commission to Study and Revise the Laws Relating to Public Welfare filed its second report on April 1, 1948. The three main recommendations of the Commission were:

- (a) A uniform local share of expenditures in all categories of assistance, and State reimbursement to local agencies of a uniform share of the total expenses of administration of the programs.
- (b) The abolition of legal settlement provisions now applicable to Old Age Assistance and General Relief, and the substitution of residence as the basic test in determining local financial responsibility.
- (c) Alternative methods of welfare administration in small towns so that all public moneys for assistance purposes would be administered by full-time, paid, qualified personnel.

The Department is in complete agreement with the broad principles outlined by the Commission. However, there are a number of technicalities and details of implementing these broad principles which will require considerable attention in the ensuing months.

A second commission with which the Department worked was the Commission created to study hospital rates as paid and established by various State Departments. In recent years a number of petitions have been filed to increase the reimbursement rates paid by the Department for hospital care furnished by Boards of Public Welfare to recipients of public assistance. The effort to increase the rates in use in the Department of Public Welfare had caused attention to be focused upon the hospital rate schedules in use in other State Departments and resulted in a special Interdepartmental Study Commission.

The Commission found from its study of the practices used by the various State departments a number of variations which point to need for coordination and stabilization of the basis for reimbursement to hospitals for both in-patient and out-patient care.

The report, which came to be Senate No. 430, 1948, outlined three basic principles which should govern all expenditures by public agencies for hospital care whether the source of revenue is State, Federal, or local. The Commission further contended that these same principles should apply to hospital care by insurance companies whose payments are regulated by the Industrial Accident Board.

- (a) Hospital charges for public-care patients should be based upon an all-inclusive per diem rate which will include all services normally provided to the patient by the hospital, said rate to be based upon actual cost to the hospital of the services rendered.
- (b) Hospital charges for public-care patients should in no instance exceed the average charge made by the hospital to individuals who are self-supporting.
- (c) Statutory per diem rates which result in some hospitals receiving a considerably greater part of actual costs than other hospitals should be eliminated.



It was the finding of the Commission that a uniform co-ordinated approach in which "the actual cost of furnishing such care by hospitals is taken into consideration" is necessary in order to eliminate "the variety of rates and contractual agreements which, in the past, have proved unsatisfactory both to the departments involved and to the hospitals of the Commonwealth". To accomplish these results, it was recommended that the establishment of hospital reimbursement rates for public-care patients should be vested in a Commission to be known as the Commission for the Purchase of Hospital Care, consisting of the chairman of the Commission on Administration and Finance and the Commissioners of the Departments of Public Health, Education, Public Welfare, Veterans Services, and the Chairman of the Industrial Accident Board.

Legislation to carry out these recommendations was submitted with the report but was rejected. However, legislation granting an increase in the rates from \$6.00 per diem to \$8.00 on Public Welfare cases was enacted. Failure to establish a commission for the purchase of hospital care or a similar means of determining and equalizing hospital rates will undoubtedly result in additional pressure each year for increased rates.

- (5) There were two statutory changes which affected the structure and jurisdiction of the Department. Heretofore, the Division of Juvenile Training and the State Board of Housing were administratively housed in this Department; although, under the statutes, the Commissioner had little authority in the administration of either unit.

Chapter 310 of the Acts of 1948, approved May 13, 1948, established the Youth Service Board in the Executive Department and transferred to it all the powers and duties of the Division of Juvenile Training. However, complete transfer of the Division to the new agency will not be completed until January 1949.

Chapter 260 of the Acts of 1948 established the State Housing Board in the Executive Department and transferred to it, effective April, 28, 1948, the powers, duties, and obligations of the State Board of Housing which formerly had been vested in this Department.





DIVISION OF AID AND RELIEF

Robert P. Curran, Director

The Division of Aid and Relief includes three subdivisions:

Subdivision of Settlement  
Subdivision of Social Service to Tewksbury  
State Hospital and Infirmary  
Subdivision of Appeals

The reports of the supervisors of these subdivisions are  
herewith submitted.

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## DIVISION OF AID AND RELIEF

Robert P. Curran, Director

The more important functions of the Division of Aid and Relief are as follows: Supervision of Old Age Assistance and Aid to Dependent Children programs which are administered by the city and town Welfare Boards of the Commonwealth; the development of the standards and procedures for the administration of these programs; the disbursement and audit of State and Federal funds distributed under these programs; supervision and reimbursement of assistance given to persons not having a legal settlement under the so-called General Relief and Sick State Poor programs by local Boards of Public Welfare; and reimbursement of expenses incurred by Boards of Health for unsettled persons suffering from dangerous diseases. Through the Subdivision of Social Service, the Department carries out the responsibility for admission and discharge of patients at the Tewksbury State Hospital and Infirmary.

The Division experienced, during the year, a continued rise in the number of cases receiving public assistance and in the total expenditures. Assistance costs increased in a far greater proportion than did the number of cases. This was to be expected when the budgetary standards were increased. The total expenditures on all categories of public assistance for the year ending June 1947 were \$66,867,828. This amount had increased by \$11,652,150, making a total expenditure for the year ending June 1948 of \$78,519,978 or a percentage increase of 17.4. Of this amount, \$56,983,367 was expended for Old Age Assistance; \$11,938,530 for Aid to Dependent Children; and \$9,598,081 for General Relief. It is significant to note that while the total expenditures increased 17.4%, the expenditures for General Relief increased 26.8%. While the Federal Government contributed an additional \$3,327,384 towards the total cost of all programs, the per cent of Federal participation decreased from the previous year by 1.1%. This condition will continue whenever we increase our assistance payments under the present Federal formula. Since our average monthly grant for the current year in Old Age Assistance is \$53.90 and in Aid to Dependent Children \$101.65, we have reached the saturation point so far as additional Federal funds are concerned.

A comparison of the average monthly case loads for the year ending June 1947 and the year ending June 1948 is as follows:

	<u>JUNE 1948</u>	<u>JUNE 1947</u>
OAA	87,321	82,847
ADC	9,782	8,626
GR	16,365	14,242

This represents a percentage increase of 5.4 in Old Age Assistance, 13.4 in Aid to Dependent Children, and 14.9 in General Relief.

The most important activity of the Division during the year centered in the re-statement of the STANDARDS OF ASSISTANCE and the revision of the Budget Item Cost Schedule. In recent years, it became increasingly evident that the method of budgeting was somewhat cumbersome and represented certain inequities, especially





in Old Age Assistance. An undertaking of this kind is not a simple matter, but rather it is a complex, complicated study and review of present methods as compared with the multiple suggestions and recommendations made by recognized authorities in the field, a staff committee which was appointed to conduct the study and prepare the final statement, representatives of local agents' associations, and from local agents and workers themselves. In its final form this material reached the local welfare agencies as State Letter 28. This restatement of policy reduced the volume of the material previously in use by two-thirds. Interpretation of the Department policy and examples of the various living arrangements which would affect the budgeting of cases covered fifty pages of the Department Manual. These fifty pages were replaced by seventeen new pages which covered completely any family arrangement of living that might be presented. Concerning the budget items themselves, an effort was made at streamlining and simplification. Previously, the budget contained nine separate regular items of food, clothing, rent, fuel and light, household supplies, household replacements, personal needs, medicine chest supplies, and church contributions. The new budget reduced this number to six by combining household supplies and household replacements into a single item, and the items formerly known as personal needs, medicine chest supplies, and church contributions into a single item designated as personal care. A more liberal schedule of board rates was adopted. Old Age Assistance recipients can now receive up to \$7.00 a week when in the home of a self-supporting, married child, and up to \$9.00 when the married child is on or below the borderline of need. The board rate with non-relatives was increased to \$12.00 per week.

A very vital part of the whole revision and restatement of Standards was the introduction of the concept of prorating common household expenses among the recipient and other self-supporting adult members of the household. This method of budgeting is recognized throughout the field of social welfare, both private and public, as an equitable determination of need. It is particularly true and necessary in Massachusetts as our law provides exemptions to children far beyond those of any other State. It is not a very realistic approach to meeting the needs of an Old Age Assistance applicant if the Commonwealth is required to pay the full cost of rent, fuel and light, while any number of employed, self-supporting, single children may be living in the home without making any contribution towards meeting the cost of common household expenses. One of the steps in the process of rewriting our Standards, as was previously mentioned, was the clearance of the material with representatives of local agents' associations, local agents and workers. Comments received from these sources by the Department committee were unanimously in favor of the principle. They had become aware of the need for and the equity of such a policy. However, since the prorating concept required a decrease in the allotment of some cases, groups representing the aged brought considerable pressure upon various agencies of government. In October, less than three months after the release of the Standards, the Attorney General had ruled that the Department had no authority to establish prorating of common household expenses between applicants and recipients of Old Age Assistance and self-supporting, single children. Consequently, the provisions of the STANDARDS OF ASSISTANCE which required a prorating of common household expenses were rescinded. This was a serious blow to the morale of the local agent who had participated in the planning and who felt that at long last there would be a realistic and sound approach to the determination of need in cases of this type.

In September, in the interest of economy and in order to make the office more accessible to local agents and recipients, the District Office located in Malden was closed and the staff moved to the Ford Building at 15 Ashburton Place in Boston. This office retains its identity and designation as District 4, Malden office.



The Department has completed the third year of its decentralization of the task of inspecting and supervising boarding and convalescent homes. Due to the excellent work on the part of the inspectors in the seven District Offices, standards of care have risen, and facilities and safety measures have greatly improved. A number of homes were closed for failure to meet the new standards established by the Department in April of 1947. However, these were outnumbered by the homes newly licensed during the year.

The Division continued to administer the special Federal category of Civilian War Assistance, but on a rather sporadic basis. This program which was instituted during World War II to care for repatriates is 100% reimbursable by the Federal Security Agency. Since the end of hostilities, the number of requests for assistance dwindled to such an extent that the program was terminated on June 30, 1948. Expenditures during the year amounted to approximately \$7500.





SUBDIVISION OF SETTLEMENTS

Roy D. Merchant, Supervisor

The subdivision of settlements investigates the settlements of patients admitted to the Tewksbury State Hospital and Infirmary, State Farm (Infirmary Department), State Sanatoria, and the Massachusetts Hospital School, and generally supervises the settlement work of the division. There were four persons remaining in the Infirmary Department of the State Farm on June 30, 1948. The facilities of the Infirmary Department are no longer available for the admission of dependent persons from cities and towns.

The following table is a summary of the work accomplished for the year ending June 30, 1948 in the examination and investigation of settlements of inmates of the State Institutions:

<u>Institutions</u>	<u>Examina- tions</u>	<u>Orders Issued</u>	<u>Settle- ments Found</u>	<u>No Settle- ment</u>	<u>Orders With- drawn</u>	<u>Total Cases return- ed</u>
Tewksbury State Hospital and Infirmary	1593	564	430	139	10	2736
State Farm	5	5	2	3	0	15
Lakeville State Sanatorium	160	141	140	5	0	446
No. Reading State Sanatorium	76	81	79	4	0	240
Rutland State Sanatorium	167	73	55	19	0	314
Westfield State Sanatorium	121	107	105	2	0	335
Massachusetts Hospital School	31	29	20	5	0	85
<u>TOTALS</u>	<u>2153</u>	<u>1000</u>	<u>831</u>	<u>177</u>	<u>10</u>	<u>4171</u>

Total cases pending June 30, 1948 - 84



A N N U A L R E P O R T  
of the  
Subdivision of Social Service  
July 1, 1947 - June 30, 1948

Tewksbury State Hospital and Infirmary continues to be the only hospital in the State offering medical and nursing care to the chronically ill and aged sick, both to the many who have no financial resources and to the few who can pay moderate rates. The per capita cost for the year was \$13.00 a week, charged to cities and towns for patients with legal settlements, and to paying patients. Although the Infirmary is primarily for persons without settlement, six hundred and fifty-one patients were admitted, the majority of whom came from the smaller communities who have no facilities for the chronically ill and whom Tewksbury is very glad to accommodate. There are in the larger cities twenty-two local infirmaries who are more or less equipped to give nursing care to the chronically ill - all other communities must depend on Tewksbury or the private nursing homes which are expensive and often can not provide the needed hospital care.

Except in the winter months, when there is much acute illness among the chronically ill and aged resident patients, the men's hospital with six to seven hundred beds is able to accept applications and admissions without much delay. The homeless and unwanted men with chronic alcoholism continue to be a grave and perplexing problem for whom there is as yet no answer socially or medically.

The women's hospital has only two hundred and fifty beds, and maintains a waiting list of ten to fifteen patients constantly which means a long wait for some as there are vacancies only as deaths occur. Recently, there has been a surprising number of younger women being admitted with multiple sclerosis, all of whom have been in specialized hospitals for study and now anxiously await a new miracle drug to control this devastating disease. For terminal cancer, there is always a bed because the patients in that ward do not live long.

There is no waiting list for the maternity service and the pre-natal, and maternity ward have been reasonably well filled through the year. There were one hundred and twenty babies born.

The children's waiting list for mentally and physically handicapped infants and children is pitifully long, and heart-breaking stories accompany each application. A vacancy occurs only when a child dies, and many of these little infants live a surprisingly long time. As it has been possible to admit so few of the many applications, it was deemed best to accept only children under two years of age which eliminated forty children over three years of age from the waiting list, leaving sixty infants under two years; all desperately needing care, yet only fifteen of that list have any possibility





of admission if the death rate in the next year is average. Neither Department nor Tewksbury State Hospital and Infirmary is equipped to carry this service for mentally and physically defective children, and eagerly awaits the transfer of some eighty children now in the children's ward, and the waiting list of forty or more, to the Department of Mental Health.

Tewksbury State Hospital and Infirmary wants to expand its service for the chronically ill who are desperately in need of care throughout the State, but it cannot until the one hundred and twenty-three mentally defective children and the four hundred and fifty insane patients already wards of the Department of Mental Health are removed to the Mental Health facilities.

### CHILDREN

On June 30, 1948, there were one hundred and seventy-three minors, one hundred and thirty-six of whom were under fifteen years of age, and thirty-seven between fifteen and twenty-one years of age.

One hundred and twenty-three were in the children's hospital building; of these ninety were both mentally and physically handicapped, forty were well babies transferred from the Maternity Ward to the well babies nursery awaiting placement with the Division of Child Guardianship or with their mothers. Of the mentally defective children, there were seventeen with mongolism, eight with hydrocephalus, four with microcephalus, four with spinal paralysis, two with spinal bifida, amaurosis, brain injuries, and many with all degrees of idiocy mental defectiveness, physical defects and malformation.

Of the older children, seventeen girls were from the State Industrial School at Lancaster awaiting confinement or were convalescent, eight girls awaiting placement, three boys with muscular dystrophy, one boy with rheumatic fever, and eight children who are feeble-minded, having been at Tewksbury State Hospital and Infirmary since babyhood.

The Department of Mental Health has a specially trained staff to study, treat and train these helpless children, and they would benefit much by this specialized service to which they are entitled. One little idiot girl admitted when four years old, now eighteen years old, waits while her home town in which her parents have a legal settlement has been obliged by law to pay for fifteen years to the Department the per capita cost at Tewksbury of not less than \$27.00 a week, and nor \$15.97 a week: if she were in a State School, the town and parents would be relieved of this increasing burden. One child has waited fifteen long years, three children have waited thirteen long years, six children have waited ten long years, six children have waited nine long years and many have waited five long years, waiting to be committed to the Schools of the Feeble-minded.

### THE SERVICES OF THE SUB-DIVISION OF SOCIAL SERVICE

The Services of the Sub-division of Social Service, with its Staff of ten social workers, a part-time attorney, a supervisor and four stenographers continue much the same in the case work service to the patients at Tewksbury and to ex-patients in the community who frequently come to ask for advice and counsel, and many over a period of years.



Since applications for admissions through waiting lists have become a necessary procedure, three workers have been assigned to the intake service at the offices of Social Service and at the Boston City Institutions Department. The medical and social histories are requested so that insofar as possible the physicians may be consulted as to available beds. This screening of patients both medically and socially before admission brings to the hospital those who are more acutely in need of hospitalization and are without social and financial resources and prevents unnecessary admissions. For example, unemployed men frequently apply at the City Institutions Department to go to the Infirmary who may have settlements in cities having infirmaries to which they are referred, some have relatives and a telephone call by the social worker secures assistance; an unmarried mother from out of State, referred by a social agency, is given temporary shelter in the city until the authorities in the home State telegraph their acceptance and a plan for her.

The Travelers' Aid Society referred for transportation to other States - thirty-three persons, some with families, who were stranded in this State and for whom legal residence had been determined, or relatives had accepted responsibility.

The Statistical Tables indicate services rendered to individual patients admitted and discharged. Every patient is interviewed soon after admission by the Social Workers who are responsible for the patient's social needs while in the hospital and for their discharge and rehabilitation in the community.





WOMEN AND CHILDREN ADMITTED TO TINKSBURY STATE HOSPITAL AND INFIRMARY  
DURING THE PERIOD, July 1, 1947 to June 30, 1948

AGES OF ADMISSION

DISEASES ON ADMISSION

Under 1	17
1 to 7	0
7 to 16	6
16 to 21	89
Over 21	165
	<u>277</u>

Under 1:	
Infancy	3
Feeble Minded	14
	<u>17</u>

1 to 7:	<u>0</u>
---------	----------

SOURCES OF ADMISSION

7 to 16:	
Feeble Minded	1
Pregnant	3
Miscellaneous Diseases	1
Syphilis	1
	<u>6</u>

Under 1	
Boards of Public Welfare	8
Boston Institutions Dept.	9
	<u>17</u>

1 to 7:	
Boards of Public Welfare	0
	<u>0</u>

7 to 16:	
Boards of Public Welfare	2
Boston Institutions Dept.	1
Industrial School for Girls	2
Shirley State School	1
	<u>6</u>

16 to 21:	
Pregnancy	59
Miscellaneous	20
Gonorrhea	1
Syphilis	4
Heart	5
	<u>89</u>

Over 21:	
Pregnancy	58
Arteriosclerosis	36
Cancer	8
Miscellaneous Diseases	42
Heart	16
Mental	1
Morphine Addict	1
No Disease	1
	<u>165</u>

16 to 21:	
Boards of Public Welfare	20
Boston Institutions Dept.	18
Industrial School for Girls	38
Division of Child	
Guardianship	1
Lyman State School	3
Wrentham State School	5
Massachusetts Hospital	
School	3
Reformatory for Women	1
	<u>89</u>

Over 21:	
Boards of Public Welfare	96
Boston Institutions Dept.	68
Monson State Hospital	1
	<u>165</u>



WOMEN AND CHILDREN DISCHARGED FROM TEWKSBURY STATE HOSPITAL AND INFIRMARY  
DURING THE YEAR ENDING JUNE 30, 1948

To:	Monson State Hospital	4	
	Private Societies	8	
	Relatives and Friends	138	
	Employment	2	
	Employment with Child	10	(5 women & 5 children)
	Place of Settlement	12	
	Division of Child Guardianship	12	
	Girls Parole Division	59	
	Boys Parole Division	2	
	Court	6	
	Feeble Minded Schools	22	
	Absconded	11	
	Mental Hospital	18	
	Child Welfare Division of Boston	9	
	Out of State Boards of Public Welfare	5	
		<u>318</u>	

TRUSTEE ACCOUNTS

FOR YEAR JULY 1, 1947 to JUNE 30, 1948

These accounts for the support of children come to the Department from putative fathers of children born out of wedlock at Tewksbury State Hospital and Infirmary, either by court action or by a signed agreement acknowledging responsibility.

The savings accounts for ex-patients are encouraged and are a convenience to them.

Money collected for support of children -----\$1,204.66

Money paid out for support of children ----- 1,230.94

Bank Accounts for children --- Total 65      Balance 6/30/48-----\$8,347.07

Savings Accounts for ex-patients--Total 57      Balance 6/30/48----- 9,273.20





MEN ADMITTED TO TEWKSBURY STATE HOSPITAL AND INFIRMARY  
DURING THE YEAR ENDING JUNE 30, 1948

AGES OF ADMISSION

21 to 40	69
41 to 60	514
Over 60	604
	<u>1187</u>

SOURCES OF ADMISSION

<u>21 to 40:</u>	
Boards of Public Welfare	41
Boston Institutions Dept.	<u>28</u>
	69
<u>41 to 60:</u>	
Boards of Public Welfare	184
Boston Institutions Dept.	328
Mental Hospital	1
Rutland State Sanatorium	<u>1</u>
	514

Over 60:

Boards of Public Welfare	285
Boston Institutions Dept.	303
Other Institutions (State Farm)	14
	<u>2</u>
	604

DISEASES ON ADMISSION

<u>21 to 40:</u>	
Heart	5
Epilepsy	1
Tuberculosis	4
Alcoholism	8
Miscellaneous	49
No Disease	<u>2</u>
	69

<u>41 to 60:</u>	
Epilepsy	4
Syphilis	1
Tuberculosis	15
Alcoholism	51
Cancer	3
Heart	44
Miscellaneous Diseases	278
Arteriosclerosis	68
No Disease	48
Cerebral Thrombosis	<u>2</u>
	514

<u>Over 60:</u>	
Tuberculosis	3
Alcoholism	22
Cancer	12
Heart	92
Arteriosclerosis	169
Miscellaneous Diseases	246
No Disease	55
Senility	<u>5</u>
	604

MEN DISCHARGED

TO:	Relatives and Friends	47
	Place of Settlement	20
	Employment	38
	Other States	14
	Other Institutions	4
	Without Investigation	426
	Absconded	361
	Old Age Assistance	21
	Court	9
	Mental Hospitals	29
	Rutland State Sanatorium	<u>19</u>
		988



ANNUAL REPORT FROM JULY 1, 1947 to JUNE 30, 1948

Department of Public Welfare - Subdivision of Appeals

Louis R. Lipp, Supervisor

OLD AGE ASSISTANCE

CHAP. 118A. Sec. 3

The following compilation covers the number of appeals filed and subsequent action during the fiscal year together with the number of approvals and denials, and the reasons for such denials. During the year, 2,183 appeals were received. This is far in excess of the number for any ordinary year but is directly traceable to the budgeting method on the so-called pro-rating basis which policy was subsequently retracted by an opinion from the Attorney General. This opinion resulted in a number of appeal withdrawals which precluded the necessity of holding appeal hearings in such cases.

Of the total number of appeals received, 782 cases required an appeal decision; of this number, 229 were approved or approximately 29%. This is a somewhat higher approval percentage than that of prior years.

The distribution of appeals continues to show that there is a preponderance of appeals filed by residents of the larger metropolitan areas and it would appear that in such communities, Old Age Assistance applicants and recipients are being informed of all their rights in regard to the appeal process.

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NUMBER OF APPEALS PENDING JUNE 30, 1947	209
NUMBER OF APPEALS RECEIVED DURING ABOVE PERIOD	2,183

APPEALS ACTED UPON:

DENIED	553
APPROVED	229
Withdrawn	1,140
Failure to appear at scheduled hearings	69
Closed for various reasons	174
Died	16

REASONS FOR DENIALS BY SUBDIVISION OF APPEALS:

Present allotment meets budget of need	345
Sufficient resources	30
Excessive resources	46
Unsatisfactory explanation of expenditure of funds	46
Transfer of property (real and personal)	22
Lack of proof of essentials (age, citizenship & residence)	13
Wife's assets	3
Not deserving	9
Excessive insurance	6
Not in need	7
Ownership of property upon which not residing	2
More than sixty days, etc.	1
Medical	15
Other	8

TOTAL 553





OLD AGE ASSISTANCE ANNUAL REPORT JULY 1, 1947 to JUNE 30, 1948 Continued

NUMBER OF APPEALS RECEIVED BY DISTRICTS: TOTAL 2,183

District #1	157	District #4	405
District #2	166	District #5	210
District #3	236	District #6	193
	District #7	816	

NUMBER OF HEARINGS HELD: 1,647

NUMBER OF APPEALS PENDING JUNE 30, 1948 177

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AID TO DEPENDENT CHILDREN APPEALS CHAP. 118, Sec. 8

NUMBER OF APPEALS PENDING JUNE 30, 1947	26
NUMBER OF APPEALS RECEIVED DURING ABOVE PERIOD	199

APPEALS ACTED UPON:

DENIED	63
APPROVED	44
Withdrawn	60
Failure to appear	8
Closed for various reasons	13

REASONS FOR DENIALS BY SUBDIVISION OF APPEALS:

Present allotment meets budget of need	26
Sufficient resources	22
Unsatisfactory explanation of expenditure of funds	3
Fitness	9
Incapacity or inability to work of husband	1
Duration of need not to exist more than three months	1
Other	1
TOTAL	63

NUMBER OF APPEAL HEARINGS HELD DURING PERIOD 172

NUMBER OF APPEALS PENDING JUNE 30, 1948 37



A N N U A L R E P O R T

FOR THE YEAR ENDING JUNE 30, 1948

BUREAU OF RESEARCH AND STATISTICS

INSPECTION OF LOCAL INFIRMARIES

INSPECTION OF BOARDING HOMES FOR THE AGED





BUREAU OF RESEARCH AND STATISTICS

The Bureau of Research and Statistics completed eleven and one-half years at the end of June 1948. The personnel, 33 persons, appointed under Civil Service regulations, consists of a Supervisor of Welfare Statistics assisted by a Child Welfare Research Consultant, a Statistician, two Principal Statistical Clerks, one Principal Clerk, Senior Statistical Clerks, Junior Clerks, a Stenographic force, and a tabulating section composed of a Senior and Junior Statistical Machine Operator.

The functions of the unit include collecting, compiling, analyzing and publishing statistics of the principal types of relief which may be enumerated as follows:

1. Statistics of assistance and aid administered under the provisions of Titles I and IV of the Social Security Act; Title I -- Grants to States for Old Age Assistance, and Title IV -- Grants to States for Aid to Dependent Children. These Titles require that the State agency administering Old Age Assistance and Aid to Dependent Children shall make reports in such form and containing information as the Social Security Administration may, from time to time, require and shall comply with such provisions as said board may find necessary to secure the correctness and verification of the reports.
2. Statistics of General Relief administered under the laws of the Commonwealth and the regulations of the Department of Public Welfare. This information is submitted by every city and town in the Commonwealth each month on prescribed forms and is combined by the Bureau into districts and state totals
3. Statistics of other types of aid and assistance administered by other states and federal agencies in furtherance of the policy to develop the Bureau as a clearing house for all kinds of statistical information relative to the entire Social Security program. Therefore, the Bureau has maintained tabulations of data secured from the following local agencies;--Department of Education, Division of the Blind, Federal Old Age Insurance, Unemployment Compensation Commission.
4. Statistics with respect to matters closely associated with relief. Tabulations are maintained by the Bureau on employment data compiled and published by the Department of Labor and Industries; the Index of Industrial Activity in Massachusetts compiled by the State Planning Board; the Cost of Living Index published by the Department of Labor and Industries, Division on the Necessaries of Life; other miscellaneous statistical information which may be used in describing or analyzing the Relief situation. To all these cooperating agencies we here extend our acknowledgment for the permission granted to us to republish their figures.



5. Statistics relative to the social phase of the various types of relief administered by the Department, collected on prescribed Social Data Cards.
6. Detailed statistics developed by the conduct of special studies.
7. Statistics on the cost of administering Public Assistance programs in State and Local offices. This project involves not only the determination of amounts spent for the purpose of claiming Federal funds and fulfilling statistical requirements but also the setting up of methods of allocating joint expenses to specific categories. At present the following methods are used:

A. For Local offices

1. In larger communities spending \$1 200 yearly or more to administer Old Age Assistance, the proportion of employees working on each of the categories is the basis for distributing joint expenditures relating to two or more categories. Since in more than 200 of these communities, case workers carry more than one category, a study is made to determine what part of their time is applicable to each category in order to get the equivalent number of full-time workers on each category. The study is a continuous recording of unweighted work units, each unit a purposeful interview.
2. In the smaller communities, spending less than \$1 200 yearly to administer Old Age Assistance, the proportion of cases on each of the categories is the basis for distributing joint expenses.

B. For the State office

Salaries of each division and bureau are distributed to program on the basis of studies made of their work load. Other expenses follow the distribution of the salaries of each unit, except travel which follows the distribution of the salary of the traveler. The distribution of salaries and expenses of the Commissioner's office follows the proportion of salaries in all units of the Department combined.

8. Statistical work of the Division of Child Guardianship, carried on in the Division itself and in this Bureau was reorganized in November 1947 under a newly appointed Child Welfare Research Consultant. Administratively, a group of three persons from the Division became part of this Bureau. For the first time, adequate and coordinated statistical and research services became available to the Division of Child Guardianship, a need long recognized by the Bureau.

The Bureau is organized so that the compiling and tabulating work is apportioned by type of relief cases among several groups into which the staff is divided. Definite assignment of duties is made to each group which consists of the necessary number of workers having the requisite qualifications required to perform the assignments.





The regular monthly summaries submitted to Washington, compiled from the individual city and town reports, and covering the various types of relief, show the case load, expenditures and average expenditures per recipients.

The number of cases receiving assistance in each of the three categories continued to rise this year following the trend which began in August 1945. Expenditures also increased due in part to increasing case loads but mainly to increased living costs which made necessary upward revisions in budgets, items for food, fuel, household supplies and replacements.

The following tables show monthly data on each of the categories:

TABLE I

OLD AGE ASSISTANCE

July 1947--June 1948

<u>Month</u>	<u>Number of cases</u>	<u>Amount expended</u>	<u>Ave. per recipient</u>
1947			
July	85 184	\$ 4 303 185	\$50.52
August	85 579	4 314 777	50.42
September	85 901	4 394 751	51.16
October	86 515	4 631 748	53.54
November	86 954	4 742 564	54.54
December	87 675	4 872 072	55.57
1948			
January	87 837	4 827 700	54.96
February	88 080	4 835 182	54.90
March	88 341	4 868 091	55.11
April	88 447	4 903 777	55.44
May	88 577	4 884 424	55.14
June	88 762	4 904 672	55.26
Total		\$56 482 943	
Mo. Ave.	87 321		\$53.90



TABLE II

AID TO DEPENDENT CHILDREN

July 1947--June 1948

<u>Month</u>	<u>No. of families</u>	<u>no. of children</u>	<u>Amount expended</u>	<u>Ave. per family</u>	<u>Ave. per child</u>
1947					
July	9 283	23 010	\$ 879 025	\$ 94.69	\$ 38.20
August	9 294	23 014	880 713	94.76	38.27
September	9 403	23 255	907 026	96.46	39.00
October	9 442	23 326	962 654	101.95	41.27
November	9 504	23 498	993 437	104.53	42.28
December	9 710	24 007	1 019 332	104.98	42.46
1948					
January	9 817	24 234	1 014 561	103.35	41.87
February	9 940	24 548	1 034 893	104.11	42.16
March	10 119	24 965	1 053 655	104.13	42.21
April	10 240	25 317	1 065 606	104.06	42.09
May	10 299	25 508	1 062 608	103.18	41.66
June	10 330	25 574	1 058 718	102.49	41.40
Total			\$11 932 228		
Mo. Ave.	9 782	24 188		\$101.65	\$ 41.11

TABLE III

GENERAL RELIEF

July 1947--June 1948

<u>Month</u>	<u>No. of families</u>	<u>No. of single residents</u>	<u>Number of cases</u>	<u>Amount expended</u>	<u>Ave. per family</u>	<u>Ave. per single resident</u>	<u>Ave. per case</u>
1947							
July	5 476	9 766	15 242	\$ 637 250	\$56.88	\$33.36	\$41.81
Aug.	5 664	9 843	15 512	617 237	52.87	32.27	39.79
Sep.	5 612	9 793	15 405	624 096	53.83	32.88	40.51
Oct.	5 649	9 977	15 626	664 902	58.18	33.70	42.55
Nov.	5 823	10 026	15 849	666 616	56.85	33.47	42.06
Dec.	5 873	10 310	16 183	755 325	63.41	37.14	46.67
1948							
Jan.	6 407	10 597	17 004	743 454	60.45	33.61	43.72
Feb.	6 562	10 875	17 437	754 564	59.20	33.67	43.27
Mar.	6 755	11 020	17 775	834 959	64.15	36.45	46.97
Apr.	6 418	11 008	17 426	757 438	59.47	34.14	43.47
May	5 989	10 697	16 686	702 697	58.48	32.95	42.11
June	5 784	10 443	16 232	700 711	59.89	33.91	43.17
Total				\$ 8 459 249			
Mo. Ave.	6 001	10 364	16 365		\$58.77	\$33.99	\$43.08





In addition to the regular periodic reports submitted by the Bureau to Washington and used by the Department, there are frequent calls for special reports or tabulations which usually describe some particular phase of the relief situation in more detail than can be obtained from the regularly published reports of the Bureau. Such organizations as chambers of commerce, taxpayers' associations, private welfare units and universities frequently ask for data which the Bureau has available and such requests are always welcome.

Tabulation of the study of Costs of Medical Care for assistance recipients in 19 communities was completed in this fiscal year. These figures show, for each community and for all combined, the types of care furnished together with the number of services and cost and a count of cases receiving medical care during the six months' period, April 1 to September 30, 1946.

Another census of Boarding Homes for the Aged was made in the summer of 1947. Schedules were edited and preliminary tabulations were made in the seven District Offices. Final tabulations were completed by the Bureau and tables were made for the State and for each District.

A study of adoptions was undertaken during the last fiscal year. Tabulations were completed and material submitted to the Recess Commission studying the adoption laws early in this year.

A study of the cost of food was made by the Department during the early part of 1948 to test the adequacy of the standards for this budget item. Tabulations were done by the Bureau.

The continuing need for sheltered care for the aged made it advisable for the Department to study the Incorporated Homes for the Aged to discover potential accommodations. This study was completed by the Bureau during the year and showed most of these homes operating at capacity.

A study of Local Infirmaries was undertaken by the Social Service Department and tabulations completed by the Bureau. Some analysis was made of the material tabulated.

The costs of hospitalization for assistance recipients continued to be of great interest this year. In order to secure up-to-date material on this subject, each local board was asked to report on amounts spent for hospitalization during November 1947. In addition, the number of recipients for whom payments were made, the number of day's care and the name of the hospital furnishing care were reported. This material was analyzed and proved useful in the discussion of hospitalization for assistance recipients in the three categories and the extent to which the various non-municipal hospitals are used by assistance recipients.

A study of Characteristics of Families Receiving Aid to Dependent Children was undertaken in March of this year at the request of the Social Security Administration to bring up-to-date some of the information collected during the major study made in 1942. In addition, information on the number of families receiving Old Age and Survivors Insurance and the amount of such benefits was collected. Tabulations were completed in June.

During June, plans were being made for a similar study of Old Age Assistance recipients.



The Bureau has continued to furnish information to interested persons and agencies, among which this year were the Greater Boston Community Survey, the Hoyt Associates and the Massachusetts Federation of Taxpayers Associations.





## ANNUAL REPORT OF INSPECTION OF LOCAL INFIRMARIES FOR 1948

In accordance with Chapter 121, Sections 7 and 22 of the General Laws, the Department must inspect annually all local infirmaries and report the findings with recommendations to the local board of public welfare who may reject or accept them. The Department has no legal supervisory authority, but some cities and towns have gladly accepted the recommendations and have improved the safety and living conditions of their institutions. The inspections were made by registered nurses who were attached to the staff of the seven district offices as inspectors for the Boarding Homes for the Aged. A detailed schedule was made out on all aspects of the Infirmary to include repairs needed, equipment, food, fire protection, personnel, and types of residents, and was the basis of a narrative report. From these reports, a letter was written to the Board of Public Welfare giving the condition of the infirmary as found on inspection, and recommendations as to repairs, new equipment, personnel, etc., to improve the institution.

The great majority of the infirmaries are old, have had long years of hard usage, and need extensive repairs to bring them up to public safety and modern standards. The closing of certain infirmaries in smaller communities has been suggested or recommended, and the boarding of the few residents in the nearby larger infirmaries would provide not only more comfortable living for them, but would be less expensive for the towns.

Some of the infirmaries with accommodations for 25-50 residents might well become attractive boarding homes for the aged living in contiguous towns, and the larger infirmaries might develop into nursing homes with trained personnel for the chronically ill and aged sick, with a custodial section for ambulatory persons.

In 1915, there were 172 infirmaries and today there are 75, 3 having closed in the last year. The decline in the number of residents and the closing of infirmaries had been gradual until 1931, when the advent of Old Age Assistance and the liberalization of the law in 1936 made it possible for many aged persons who might have gone to infirmaries to remain in their own homes, and for many then living in infirmaries to return to the community. At times it has seemed that the local infirmary pattern would be extinct, but recently as the care and needs of the aged have been studied and have been better understood, it is increasingly evident that properly conducted institutions have their place. The older people who live alone find that when their health becomes impaired and strength begins to fail that they accept and want sheltered care with its security. Group living is less lonely and a friendly well-managed infirmary with an emphasis on individual needs of the residents, rather than the cold regimentation of an institution, will become a very useful resource for the community and a happy, comfortable home for the aged.

A few tables from the statistical report of the year will show the present status of the 75 infirmaries, and a few comments will highlight some of the most pertinent facts. The number of residents in the 75 infirmaries on the day of inspection visits in 1948 totalled 3355, of whom there were twice as many men as women; in 1947, there were 3101; in 1945, there were 3903 which included 834 residents in Long Island Infirmary now no longer inspected as it has qualified as a registered hospital. These population figures suggest that the census in the infirmaries has remained fairly stable in recent years. The majority of residents are older, unemployable persons without families, who are not eligible for Old Age Assistance because of non-citizenship, or not yet 65 years of age, or some may prefer to remain in the infirmary rather than live alone in the community; there are some mentally defective adults who are homeless, unemployable, and too old for commitment to a school for feeble-minded but helpful with the farm and household chores; there are some, especially in the larger infirmaries, who are transient and alcoholic. At





present, there is no other agency or institution who will accept for care the homeless man who is not a police problem, but is sick from drinking alcohol and very much in need of shelter which the public infirmary somewhat unwillingly does provide.

During the last four years when housing has been so tight, evicted families have been sent by the local authorities to the infirmaries for temporary shelter. Unfortunately for some, it has become a permanent abode of a year, even two years. One infirmary had twelve families with 45 children living in a building in no way equipped for children or family life, with the result that the families are demoralized, living in overcrowded rooms with poor hygiene, without privacy and without discipline. The high percentage of minors under 21 years as noted on Table 6 is due to this unprecedented condition of having children for more than 60 days in an infirmary in violation of the law, Chapter 47, Section 11, but for which there is no penalty. The Department has conferred with local officials to relieve this most unwholesome situation, but it has no power to act.

There were 1643 empty beds in the 75 infirmaries, 32.9% of the total bed capacity of 4998, which were mostly in dormitory wards of the infirmaries and could only be used for ambulatory persons. As there is a great need of beds for the chronically ill, the larger institutions might rearrange their wards, improve their equipment, and add trained personnel to their staffs to meet not only their own community demands, but assist neighboring towns which are too small to have their own nursing home facility.

The nursing care at the larger infirmaries who accept bed patients is very limited; of the 22 infirmaries of the 75 which accept bed patients, the total number of trained personnel was 24; seven of the 22 infirmaries have no registered or graduate nurse. If chronically ill and aged sick persons are to continue to go to the infirmaries, many improvements, both in personnel and equipment, are mandatory.

The medical care program in the 75 infirmaries is superficial. The physicians are on call by the Superintendent except in cities where there is a city physician who makes routine visits. Only 22 out of the 75 infirmaries have medical examinations of all new admissions, only 8 repeat the examinations annually; the few medical records are incomplete; acute illness receives attention but the general health of the residents in the local institutions, although the responsibility of the Board of Public Welfare, has been very much neglected.

The infirmary buildings should have routine State Public Safety inspection annually because they are old and often in poor repair; the local fire inspections should be mandatory at least twice a year.

Years ago, every infirmary had its own farm which produced a revenue for the towns by the free labor of the residents, but as there are not so many able-bodied men in residence at present, the farms have not been as profitable. There are 17 farms with 10 to 100 acres under cultivation; others have only vegetable gardens; and 14 have no farms. It is generally considered that a farm with more than a vegetable garden and chickens is a liability

## CONCLUSIONS

One of the more important items brought out by the inspections was the lack in the communities' imagination, interest, and concern for providing recreational facilities and therapeutic occupations for the residents. This lack of concern was apparent not only in those in charge, but in the churches, the social, and the civic organizations of the communities. In 27 of the infirmaries (more than 1/3 of the total number), there is no evidence of recreational facilities, entertainment, or occupational opportunities; 32 of the infirmaries failed to provide even a suitable sitting room for the residents; there are only 11 infirmaries in which there is any real evidence of thought or planning toward promoting homelike surroundings and a cheerful atmosphere.





who need sheltered care. A convalescent and nursing home for both paying and free patients would be a valuable adjunct to the local hospital and a great asset in any city or to a group of towns. Some of the better infirmaries in cities and in larger towns could be renovated, adapted to such useful service by having excellent nursing care and equipment, by making the building and surroundings attractive, by receiving paying patients, all of which would do much to remove the social stigma so long associated with public institutions. There is no more pressing social and health problem today in the State than the care of the chronically ill and aged sick because there are no resources at reasonable costs other than Tewksbury State Hospital and Infirmary which now admits patients by application and from a waiting list. The smaller infirmaries might become the socially popular homes for the aged, if made attractive, for lonely older persons who enjoy group living.

An aroused and sustained community interest representing all the social, civic, and church organizations, perhaps forming an auxiliary to the infirmary, would be absolutely necessary to make such a project a success for the chronically ill and aged persons who need nursing or sheltered care.

The population of the larger infirmaries might be reduced if a social case worker from the local board of public welfare could be assigned to full time service to determine the needs of the residents, their capabilities for rehabilitation in the community, and their eligibility for Old Age Assistance. The residents who are friendless appreciate the friendly interest of the social worker even though she may be able to do very little other than relieve worries or loneliness. Who would say that any kindly service to a human being is not worthwhile?

Table 1. Number of Infirmaries Maintained by Cities and Towns  
in Massachusetts, 1915 - 1948

Year	Number of Infirmaries
1915	172
1925	135
1935	117
1936	116
1937	112
1938	112
1939	110
1940	108
1941	104
1942	98
1943-1944	93
1944-1945	91
1946-1947	78
1948	75 (Long Island not inclu



Table 2. Bed Capacity of 75 Infirmaries in Massachusetts by  
Public Welfare Districts on the Day of the Visit, 1948

Welfare District	Total	Under 15 beds	15 under 25 beds	25 under 50 beds	50 under 100 beds	100 under 200 beds	200 beds and over
The State	75	31	12	16	5	8	3
District I	12	5	1	2	1	2	1
II	17	8	3	5			1
III	13	4		5	1	2	1
IV	10	3	2	2	2	1	
V	11	5	4	2			
VI	9	6	1			2	
VII	3		1		1	1	

Table 3. Population of 75 Infirmaries in Massachusetts on the  
Day of the Visit, 1948 by Public Welfare Districts

Welfare District	Total	Under 10 Patients	10 under 25	25 under 50	50 under 100	100 under 200	200 and over
The State	75	19	24	16	5	8	3
District I	12	4	2	2	1	2	1
II	17	3	8	5			1
III	13	4		5	1	2	1
IV	10		5	2	2	1	
V	11	3	6	2			
VI	9	5	2			2	
VII	3		1		1	1	





Table 4. Population and Bed Space in 75 Infirmaries in Massachusetts  
on the Day of the Visit, 1948

Welfare District	Total Capacity	Beds Occupied	Beds Empty	% Empty
The State	4998	3355	1643	32.9%
District I	916	684	232	25.3
II	872	596	276	31.7
III	1344	858	486	36.2
IV	593	360	233	39.3
V	332	189	143	43.1
VI	572	384	188	32.8
VII	369	284	85	23.0

Table 5. Number of Persons in Infirmaries in Massachusetts on the Day Visited, 1948  
By Sex and Public Welfare Districts  
Showing Percent of Total in Each District

Welfare District	Total Number	Percent	Male	Female	Not Reported
The State	3355	100.0	2144	991	220
District I	684	20.4	428	256	
II	596	17.8	438	133	25
III	858	25.6	571	287	
IV	360	10.7	250	110	
V	189	5.6	141	48	
VI	384	11.4	129	60	195
VII	284	8.5	187	97	



Table 6.

Age Groups of Infirmary Residents in Massachusetts  
on the Day Visited, 1948, by Public Welfare Districts

Welfare District	Percent Total	Percent under 21	Percent 21-49	Percent 50-64	Percent 65 and over
The State	100.0	4.3	8.2	25.8	61.7
District I	100.0	4.3	4.9	17.4	73.4
II	100.0	4.0	7.7	28.4	59.9
III	100.0	4.1	13.3	31.5	51.1
IV	100.0	4.8	11.5	34.0	49.7
V	100.0	2.1	6.3	24.9	66.7
VI	100.0	4.2	6.2	19.8	69.8
VII	100.0	6.3	1.8	21.8	70.1

Table 7. Average Weekly per Capita Cost in 42\* Infirmarys in Massachusetts  
During 1946 or 1947 by Public Welfare Districts Showing Range

Welfare District	Average per Capita Cost**	Range	
		Lowest	Highest
The State	\$12.94	\$6.90	\$28.62
District I	13.45	9.73	16.50
II	9.60	7.00	13.48
III	16.13	12.00	28.02
IV	19.92	14.84	25.00
V	13.37	12.39	14.00
VI	16.38	12.94	22.30
VII	9.43	6.90	20.93

\*Cost not available in the remaining 33 infirmaries.

\*\*Average per capita cost is the median average, that is  $\frac{1}{2}$  higher and  $\frac{1}{2}$  lower.





ANNUAL REPORT OF THE BOARDING HOMES FOR THE AGED

July 1, 1947 - June 30, 1948

With the passage of Chapter 618 on June 28, 1948 the licensing authority for Boarding Homes for the Aged, as established by Chapter 121, Section 22A in 1929, was transferred to the State Department of Public Health from the Department of Public Welfare.

As this is the last report to be submitted by the Department it may be pertinent and interesting to review this service of nineteen years. The need of licensing Boarding Homes for the Aged grew out of a sensational financial failure of an owner and proprietor of a boarding home for the aged who had contracted to give life care to eight elderly women in return for their life savings. The press and the public were much shocked and aroused by the pitiful plight of these aged citizens. Immediately and generously the private charities of the community offered their resources and suitable homes were found for all of the old ladies. Up to that time little thought had been given to the care of the aged outside their own homes, other than in the incorporated homes for the aged which were inspected and granted charters of incorporation by the Department in accordance with Chapter 180. In order that such a catastrophe should not occur again the Department was asked to make an investigation of commercial Boarding Homes and recommended legislation which resulted in the passage of Chapter 121, Section 22A. This law prohibited contract care of the aged without bonds and required to be licensed the proprietor of any Boarding Home which accepted for board three or more persons over sixty years of age receiving care incident to Old Age. The license was to run for two years and might be revoked for cause.

As the Department long had the responsibility of the annual inspection of local infirmaries which cared for dependent aged persons in many cities and towns, and as it was to assume the forthcoming administration of Old Age Assistance in 1931, the Legislature quite logically assigned the new licensing function to the Department of Public Welfare. The actual inspection and licensing was assigned to the Inspector of Local Infirmaries, Mr. Francis E. Bardwell, who had been an outstanding leader in understanding and presenting the needs of the Aged in a legislative study preceding the Old Age Assistance legislation. When he became the State Director of Old Age Assistance a social worker was assigned to the position of receiving applications, inspecting homes and granting licenses to proprietors of Boarding Homes for the Aged who met the temporary and flexible standards which were gradually developed from the experience of inspection. At the end of 1930, a year and a half after the passage of the law, 145 licenses had been granted to proprietors of Boarding Homes for the Aged, and at the end of 1948 there were 666 licensed homes in the State.

In 1939 there were 605 licensed Boarding Homes for the Aged; as Old Age Assistance grants were liberalized by the participation of the Federal Government the demand for homes paralleled the increase in the number of recipients of Old Age Assistance. It was evident from the many complaints received of overcrowding, poor food, and neglect of the aged that more staff was needed to make more frequent inspection visits and to bring about uniform standards of care. In an effort to set up uniform standards for safety and for care of the sick and aged, Rules and Regulations, approved by the Advisory Board of Department were established and copies sent to all licensed proprietors and given to all new applicants.

The requirements in general provided for Public Safety inspection by the State or local building and fire authorities, for cleanliness, for good housekeeping, for suitable equipment, for wholesome food, for proper heating and lighting, for good beds, for adequate personnel and to prevent overcrowding, each home was given a quota written into the license. Character references were required from the proprietor whose kindness, abilities, interest in the residents determine the quality of the home.

By 1944 the Staff had acquired a second social worker and graduate nurse. However the new requirements of the State Department of Public Safety were proving very expensive to the proprietors, and overcrowding, inadequate personnel, neglect of patients, poor food, condi-





used to bring complaints from the residents in many homes, from social agencies, and from the public who visited friends and relatives in the home. The program needed more interpretation and more detailed explanation to the proprietors and the other public authorities in the communities in which the homes were located. The demand for good homes for the convalescent or chronically ill persons increased from the hospitals, who are obliged to free their beds for the acutely ill, and from the Boards of Public Welfare who are in desperate need of shelter for the aged, sick and homeless. The Department was challenged to meet these criticisms and to improve its service.

In 1946 new Rules and Regulations with the advice and assistance of an advisory committee of medical social workers, public welfare workers, nurses and physicians were written, revised in 1947 to meet new and better standards pertaining especially to the homes who accepted bed patients needing skilled nursing care and for which more trained personnel, and more equipment for the care of the sick were essential. To develop and maintain the standards as set forth by the new rules, new staff workers were absolutely necessary to visit and inspect more frequently, more regularly, to interpret the many aspects of the program, to persuade proprietors who were not competent for the work to close or sell their homes, to revoke the licenses of the undesirable homes. As graduate nurses began to be available on their discharge from the armed services the Department increased the staff to six graduate nurses, one social worker and a medical work supervisor, and each of the seven welfare districts had its own inspector to cover the homes within the area. From that time on real progress was made and the improvement in homes was very noticeable.

The total number of homes ran as high as 800 in 1946, but decreased in the next two years because of more careful investigation of the original, and renewal, applications for licenses and failure of proprietors to accept the higher standards made necessary the revocation of some licenses.

As of June 30, 1948 the following statistics were assembled from the annual reports required and submitted by the proprietors.

Total Number of Licensed Homes	666	(518 Permanent Licenses)
		(148 Temporary Licenses)
		(awaiting final repairs.)
<u>Classification:</u>	Licensed Boarding Homes	345
	Licensed Nursing Homes	315

Total Capacity Allowed by Quota 8700

Number of Patients and Boarders in Homes 7291 on June 30, 1948

"	" Vacant Beds in Homes.....	1047
"	" Patients and Boarders for the year....	7988
"	" " " Discharged.....	5047
"	" Deaths.....	2260

Type of Patients and Boarders and Rates Per Week

Number of Bed Patients.....	1245.....	Rates.....	\$30.00 - \$50.00 plus
" " Semi-bed Patients.....	1543.....	"	27.00 - 34.00
" " Ambulatory.....	4523.....	"	15.00 - 30.00

Number of Old Age Assistance Recipients in Homes 3993

Number of Aid to Blind Recipients in Homes.....	68
" " General Relief "	" "..... 292
" " Veterans Aid "	" "..... 8
" " Private Patients	" ".....2920....Total....7291





Personnel in the 666 Licensed Homes

Proprietors who are Registered Nurses.....	130			
" " Graduate " .....	50			
" " Licensed Attendants.....	32			
" " Practical Nurses.....	417			
Registered Nurses.....	Full Time .....	220	- Part Time	117
Graduate " .....	" " .....	147	" "	36
Licensed Attendants.....	" " .....	149	" "	27
Total Trained Personnel.....	" " .....	516	" "	180
Practical Nurses Full Time.....	" " .....	706	" "	166
Total Personnel caring for Sick and aged....	" " .....	1222	" "	346
Other Employees - Cooks, Laundress, Maid Wards and Handymen. -		1580		
				Total 696
				Total 1566

Distribution of Boarding Homes for the Aged by Welfare Districts

District 1	(Western Mass.).....	60
" 2	(Central Mass.).....	104
" 3	(Northeast " ).....	119
" 4	(North of Boston).....	99
" 5	(South of Boston).....	109
" 6	(Cape).....	45
" 7	(Boston and 4 cities).....	130

To indicate somewhat the activities of the staff in 1947-1948 the inspectors made 625 visits to the homes of new applicants and to the homes of proprietors who had applied for renewals of licenses, 547 collateral visits made in the process of investigation and approval of the homes, and 576 revisits for routine inspections. As a result of this service, 140 new applications were received, 52 applications withdrawn or denied, 96 licenses were granted, 138 licenses were renewed, 91 homes were closed.

To help the proprietor in some of their many problems the Home Economic Consultant of the Department gave two courses of lectures and discussions on dietary for aged and sick persons, menus, and low cost food, which were attended and appreciated by the proprietors who were anxious to operate good homes. For the benefit of boards of public welfare, social agencies and hospitals, the Department each year has distributed a list of the Boarding Homes for the Aged, designating those which were suitable to receive patients needing nursing care. The assistance of the boards of public welfare, fire and building departments in each community in which homes are located, has been appreciated. In the last two years the inspection of the State Department of Public Safety of the nursing homes required by law, and of the Boarding Homes for the Aged as a service of cooperation, was invaluable to the Department Staff, and was acknowledged and greatly appreciated.

The Staff should consist of Graduate or Registered Nurses, Licensed Attendants, or Medical Social Workers who have well defined standards of care for the sick, of health and hygiene, of housekeeping and knowledge of proper equipment, and as professional persons should command the respect of the proprietors, many of whom are nurses. But the inspector has to be more than the nurse, she must be patient, cheerful, tactful, yet persistent, and equal to meet calmly the temperamental proprietor, to recognize the sharp business woman who reduces food and personnel to make more money, to instruct and encourage the hard working but not too competent proprietor, and not to forget that praise often accomplishes the impossible.

As this service closes the Staff would like to express its appreciation of the constant cooperation and interest of the Commissioner and Director. The Supervisor would like to acknowledge the excellent work of the Nurses and Social Workers, the assignment was most challenging because the building of standards is always slow, especially with the untrained and insecure persons who choose to be proprietors, contacts with public officials are often difficult and there were many hours on the road. If the service has improved it is due to the faithful and efficient work of the inspectors.



PART II

PRIVATE CHARITABLE CORPORATIONS

Annual Report for the Year Ending June 30, 1948





PART II

PRIVATE CHARITABLE CORPORATIONS

Patrick A. Tompkins, Commissioner

Supervisors

Miss Florence G. Dickson

Mrs. Muriel A. Leary

Miss Mary C. Robinson

Government supervision of Massachusetts charitable corporations is specifically provided in three legislative enactments, the first of which requires the Department of Public Welfare to investigate applications for charitable charters, while the second and third call for annual inspection and annual reporting. In the following pages of this part of the report the functions of the Department are explained and the extent of the year's work with relation to these several statutes is shown.

INVESTIGATION OF CHARITABLE ORGANIZATIONS SEEKING INCORPORATION

General Laws (Ter. Ed.) Chapter 180, section 6, provides that the department shall investigate, give a public hearing, and report its findings to the Commissioner of Corporations and Taxation, in the case of societies presenting a charitable purpose in their application for a certificate of incorporation. This law was amended by Chapter 461 of the Acts of 1947, which provides for a more formal treatment of these petitions in that they must be examined by the Advisory Board of the Department and its recommendation included in the reports that are forwarded to the Commissioner. This amending act further provides that the Department's investigation must include facts as to



the need for the petitioning organization.

During the year ending June 30, 1948, 65 applications for charters have been referred to the Department under the provisions of this statute. The Department has completed its investigation, given hearings and reported on 65 applications, including 8 received prior to the beginning of the year.

Favorable action has been taken by the Commissioner of Corporations and Taxation on 56 applications, as listed below. All these have been approved and charters issued.

Alano Club of Springfield, Inc.  
American Silent Guest Committee, Inc.  
Amesbury Community Chest, Inc.  
Ashfield Grange Building Association, Inc.  
Association for Advancement of Mentally Handicapped  
Children, Inc.  
Axelrod Foundation  
Bay State Medical Rehabilitation Clinic  
Blood Grouping Laboratory of Boston, Inc., The  
Burbank Hospital Nurses' Alumnae Association  
Cathedral Farm, Inc.  
Chevra Mishna'is Society of Mattapan, Inc.  
Committee of "The Brockton Charitable Fund", Incorporated  
Concord Boy Scout Sponsors, Inc.  
Concord Community Chest, Inc.  
Easton Community Fund, Inc.  
Gardner Girl Scout Council, Inc.  
George E. Keith Foundation, Inc.  
Gilbert Verney Foundation, The  
Girl Scout Council of Wakefield, Inc.  
Gregg Neighborhood House Association, Incorporated  
Grodno Relief Association of Greater Boston, Inc.  
Hamel Charitable Foundation, Inc.  
Hebrew Free Loan Society of Brockton  
Holy Union of the Sacred Hearts, Province of the  
Sacred Heart, Inc.  
Ipswich Girl Scout Council  
Jewish Community Center of New Bedford  
Jewish Community Council of Leominster, Massachusetts, Inc.  
Jewish Federation of Fitchburg, Inc.  
Kerubali Charitable Foundation  
Lowell Sun Charities, Inc.  
Lower Cape Ambulance Association, Inc.  
Massachusetts Chapter Widows of World War I, Inc.





Moses & Edith F. Lubets Charitable Foundation, Inc.  
Navy Club of Springfield, Mass., Ship 51, Inc.  
New England Epilepsy League, Incorporated, The  
New England Lutheran Camp Inc.  
Protestant Community Service of Quincy, Massachusetts, Inc.  
Raymond Moore Foundation, Inc.  
Revere Memorial Hospital, The  
Rockman Foundation, Inc.  
St. Coletta-School-by-the-Sea  
St. Hubert's School  
Sancta Maria Hospital  
Shrewsbury Youth Center, Inc., The  
Stone Charitable Foundation, Inc., The  
United Community Fund of Mansfield, Inc.  
Ursuline Convent, Inc.  
Visiting Nurses Association of Haverhill, Inc.  
Welfare Service, Boston Division, Public Buildings  
Administration, Inc.  
Wellesley Council of Girl Scouts, Inc.  
Wendell P. Clark Memorial Association  
William B. Rice Aid Fund, Inc.  
Woburn Girl Scouts Inc.  
Women's Community Committee, Inc.  
Workmen's Circle Educational Center of Boston, Inc.  
Zionist Chest of New England

Two additional petitions have been acted upon and charters denied by the Commissioner of Corporations and Taxation. These are:

Lawrence, Mass. Company of Jehovah's Witnesses, Inc.  
Robert Becker Family Foundation, Inc.

#### SUPERVISION OF DOMESTIC CHARITABLE CORPORATIONS

General Laws (Ter. Ed.) Chapter 121, section 7, requires the Department of Public Welfare, upon the request or with the consent of a charitable corporation, to make annual inspection or investigation of such corporation.

During the past year supervision of incorporated charities has been continued through visits and conferences by the supervisors. There have been 59 inspections involving many consultations and visits



to institutions.

There have been 682 inquiries regarding particular charities and general matters pertaining to the field of private charity.

#### ANNUAL REPORTS OF CHARITABLE CORPORATIONS

General Laws (Ter. Ed.) Chapter 180, section 12, as amended, provides that a charitable corporation incorporated within this Commonwealth must make to the Department an annual financial return, on or before the first day of June in each year, and further provides that if any corporation fails for two successive years to make the report, the Supreme Court may decree its dissolution.

Reports filed by charitable corporations become public records and are available at the office of the Bureau of Incorporated Charities for consultation by any interested person.

#### NUMBER AND CLASSIFICATION OF DOMESTIC CHARITABLE CORPORATIONS

Of the 1,606 charitable corporations which made returns to the Department during 1948, 134 are homes for the aged; 158 are hospitals, sanatoria and other institutions for the sick; 155 are nursing societies and other health agencies; 281 are agencies giving family service and relief; 138 are child-serving agencies; 217 are youth agencies; 103 are settlements and neighborhood centres; and 137 are federations, foundations, and community chests. The remaining 253 form a miscellaneous group chiefly eleemosynary in their nature.





## CORPORATIONS DISSOLVED

In 1948, nine corporations that had been reporting to the Department were dissolved by decree of the Supreme Court. The list follows:

Boston Society for the Care of Girls, The  
Camp Alcott, Inc.  
Camp Chebacco, Inc.  
Hebrew Educational League Incorporated  
Rutland Entertainment Association, Inc.  
Southwestern Middlesex Public Health Association, Inc.  
Springfield War and Community Fund, Incorporated  
U.S.O. Greater Boston Soldiers and Sailors Committee, Inc.  
Wilbraham Horse Show Association, Inc.

## FOREIGN CHARITABLE CORPORATIONS

A foreign corporation is defined as one organized or chartered under laws other than those of Massachusetts, for a purpose for which domestic corporations can be organized under Chapter 180 of the General Laws. General Laws (Ter.Ed.) Chapter 180, section 12A, as amended, requires a foreign charitable corporation before engaging in charitable work or raising funds within the Commonwealth to file with the Department (1) a certified copy of its charter or certificate of incorporation, (2) a true copy of its constitution and by-laws, and (3) an annual report on or before June first. Forty-five (45) corporations organized outside Massachusetts were registered with the Department under the provisions of this statute during the year, and filed reports.



## CHARITABLE TRUSTS

General Laws (Ter. Ed.), Chapter 68, section 15, as amended, provides that all trustees who hold and administer property within the Commonwealth for charitable purposes shall make an annual report to the Department on or before June first. Four hundred five (405) reports were filed under the provisions of this law during the year.

## NO ENDORSEMENT OF PRIVATE CHARITABLE ORGANIZATIONS

The Department of Public Welfare endorses no private charitable organization or agency. This rule is absolute. Inspection of the corporation does not necessarily mean approval; on the contrary, inspection may mean the discovery of conditions calling for condemnation. No agency is warranted, therefore, in using the fact of inspection in such manner as to lead the public to believe that the Department approves or in any way commends its work. Furthermore, listing of an agency in the Department files does not constitute accrediting.









## DIVISION OF CHILD GUARDIANSHIP

Marion A. Joyce, Director

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### Decentrali- zation

The past year saw substantial progress in the decentralization of the child-placing section of the Division of Child Guardianship, discussed in recent Annual Reports. In November, the district office in Brockton was opened and in March, that in Worcester. Thus, by March all the outside offices were opened, leaving of the original office only the work in Districts IV and VII of the Aid and Relief district pattern in the Boston office. In the case of the Brockton and Worcester offices, there were the usual time-consuming preliminaries to their opening - the supplying of case records (by copying) where siblings are placed in different districts and in districts other than those where their parents reside; the securing of adequate reception and temporary homes to care for the expected intake of new children; the securing of a pediatrician's services in each case to be available for the examination of new children the day of their reception by the agency; the arranging, with the permission of the Commission on Administration and Finance through the office of the State Purchasing Agent, for local retail buying of initial wardrobes for new children in the cities where the district offices are located; and the supplying of staff in addition to placement workers already located in the districts to round out complete operating units in all District Offices.

At the end of the year the residual office covering the Greater Boston district (IV and VII) remained to be organized as a District Office. We enter the new year in this condition, partly because there has not been time to do all that would need to be done to reorganize this largest of all the offices (covering 45% of the total intake and 33% of placements), which would be more difficult, apart from volume, than setting up a new office; and mostly because of lack of the key staff needed. There were not enough Head Social Worker positions left after the opening of the outside offices to give supervision to the case workers in the Greater Boston District. Foreseeing this, the Department had asked for three Head Social Worker positions in the 1949 budget, but the request was lost both in the original and later in the supplemental budget. An attempt is being made, therefore, to secure temporarily the use of the necessary funds through the Child Welfare Services program. In the case of this Greater Boston district office, there is not the problem of splitting records, nor that of securing receiving and temporary homes, nor that of arranging for clothing purchases. The records are ready as a result of preparing for the other district offices; the reception facilities formerly serving the one state office are available, and the need of temporary homes is, of course, less than formerly. With the reduced intake, the position of examining physician has been eliminated and a more economical plan made for a local pediatrician





to examine the children on a fee basis in the office. The clothing room for furnishing initial wardrobes to new children, though sorely over-taxed in recent years, can adequately handle the now reduced load. There are, however, other problems of quite a different type, both for the Greater Boston district and the outside offices. In the past, many specialized clerical functions were carried on in the one and only office handling the entire load, on a basis of one person only doing a specific kind of work. With the opening of the branch offices, several such functions had to be decentralized immediately, while some remained perforce to be worked through to decentralization as rapidly as possible. Not all of this type of work has been completed. As a consequence, also, there is considerable reorganizing to do in the Greater Boston district office because of work removed to the districts; with problems that cannot quickly be solved around reallocating clerical jobs where combinations of residual work in smaller volume can be made; where vacancies occur, transferring some positions to district offices more in need of them and converting others - clerical positions to stenographic, etc. When the setting up of the Boston District office is completed, it will cover the same (child-placing) work as the other district offices, each within its own geographical limits. Within the child-placing section, however, the two small staff units specializing in adoption placing and the placement-supervision of mentally defective children will remain centralized as units of the State office, which will be separated from the Boston District Office.

The outside district offices are now all set up in such a way that each has an intake worker for accepting and studying applications of dependent children, a reception worker to care for newly received children (part time in II, III and VI), a homefinder (part time in VI) and a placement worker for babies (part time in II, III and VI).

After decentralization had begun, the nurse for the reception unit in the main office (a new position when the reception suite was developed and a nurse and cook added to the staff cf. Annual Report for 1945) resigned because of personal plans; and anticipating the much smaller intake of the Greater Boston office, this position was not filled. It remains to be seen whether the Nursery for new babies nearby the State House cannot be eliminated and the work done in combination with the reception of older children in the reception suite, where so many fewer new children will henceforth be arriving.

#### Personnel

Apart from decentralization, there were several important changes in the past year tied in with the securing of new personnel.

The position of Research Consultant in Child Welfare was established and filled in December 1947 as part of the Annual Plan for the use of federal funds through the Child Welfare Services Program. This had long been felt a need of the agency and was set up in the Department's Bureau of Research and Statistics to work on Division of Child Guardianship material. The Consultant will be responsible for the collection and interpretation of primary data concerning services rendered to children in the state, particularly by the Division. Statistical reporting procedures of the Division will be centralized and consolidated. Special inquiries involving the





measurement of services to children will be cleared through the Consultant. Important objectives are: review of all the statistical work of the agency, consolidation of reporting to eliminate duplication, revision of reporting forms, improvement of statistics on home-finding and intake, and the speeding up of collating, tabulating and presenting annual statistics. Already the Research Consultant has helped in analyzing and improving some procedures: in carrying, on a better basis, the statistical reports for the Children's Bureau; and in re-organizing the regular child-placing statistics.

Also, through the use of Child Welfare Services funds, the adoption-placing work of the Division is being expanded. Whereas hitherto only two workers have been available for this work and no supervision for them except what could be eked out of the Assistant Director's time, there is now a Supervisor for these two workers and for four new ones authorized. As of the year's end, two of the new ones are already at work and the remaining two will hopefully be soon secured. With this expanded staff and a Supervisor, the agency hopes to make sure that all children in care who are available for adoption will be considered in connection with the many applications.

The plan of a year ago to initiate a small program, at least, for work with the families of children in care, it was unfortunately impossible to carry through because of the unavailability of a supervisor.

The year was phenomenal in the history of the agency in that twenty new case workers were absorbed on a provisional basis. Vacancies had accumulated because of orders throughout the state service at two recent points in history that vacancies be not filled; and because, since World War II Civil Service examinations had not been given due to the absence in service of many candidates, provisional appointments had to be made. This resulted in the agency's having a freer hand than usual in the selection of personnel. It was possible in filling the twenty case-work positions to secure only five persons with professional training and experience, and four persons with college degrees and professional experience outside of social work. The remaining eleven positions were filled with recent college graduates - selected on a basis of their aptitude for case work, so far as it could be determined, the recommendations of their colleges, their academic records, and their interest in social work and in securing professional training as soon as possible. These new workers came on to the staff in four different groups, each of which had a training period of two weeks, in part conducted and otherwise organized by the in-service training supervisor. Many had further special training before picking up their assignments, some of which were in child placing and others in home finding, licensing, etc. Many filled the special positions referred to above as included in the problems of setting up each new district office, and others made possible a reduction in current case-loads of the child placing staff. As of the end of the year, the large part of the staff doing typical child placing jobs, carried average case loads of eighty-five (85) children - the lowest in the history of the agency (at least in modern times).

While the above additions of personnel were most important, none of the requests for new personnel made of the Legislature, including





the three necessary positions of head social worker referred to in connection with the decentralization, were granted.

The year was also marked by seeing three staff members on full-time educational leave in nearby schools of social work, two completing the requirements for their degrees and one almost completing it. These leaves were made possible by the use of federal funds available through the Child Welfare Services program, and it is hoped that their numbers will increase as the years go by.

Board and  
Clothing  
Rates

Increased allowances for board and clothing were again important in order to keep up with the rising cost of living. The amount asked of the Legislature to cover them was cut, with a resultant decision to establish the hoped for rates as of October 1, 1947 rather than lower rates for the entire year. The current rates, therefore are

BOARD

Ages:

Up to 2 years	\$10.00 per week
2 to 4 years inclusive	8.00 " "
5 to 9 years "	7.50 " "
10 to 17 years " (girls)	8.00 " "
10 to 17 years " (boys)	8.50 " "
Temporary Homes	9.00 " "
Mental Defectives	.50 a week more than normal children in same age group

CLOTHING

Ages:

Up to 3 years	\$42.00 per year
3 to 5 years inclusive	50.00 " "
6 to 9 " "	60.00 " "
10 to 15 " "	70.00 " "

State  
Cars

Another important gain of the past year in providing service to children was the acquisition of eleven new state cars, bringing the total up to thirty-four. While the need is still far from being met, it is encouraging to recall that all the present cars have been acquired in only the past four years.

Legislation

In the field of legislation there were three matters of importance to the Division up for consideration this past year. The Adoption Commission referred to in the last two Annual Reports as well as below (cf. Investigation of Independent Adoptions) introduced a bill incorporating several changes in the law, which failed of passage. There was passed an Act establishing a Youth Service Board proposed by the Delinquency Commission (cf. earlier Annual Reports), "to develop constructive programs to reduce and prevent delinquency," and "to serve as the correctional agency of the Commonwealth in handling all wayward and delinquent children and habitual truants, habitual absentees, and habitual school offenders, committed to the Commonwealth." Thus as of January 1, 1949 the Youth Service Board will take



over this Division's functions with reference to the care of delinquent and wayward children. With a Special Recess Commission to Revise the Laws Relating to Public Welfare working this past year, the Division has been studying the laws relating to child welfare with a view to making recommendations in that area to the Commission. The material has proved extensive and complex, raising many questions around inadequacies of the present laws as experienced in operating under them - their lack of coverage, clarity, consistency and coherence, as well as revealing the need for clarification and statement of the underlying philosophical premises and of a sounder pattern for the division of financial responsibility as between state and local public authorities.

Support  
Received  
for  
Children

Moneys collected for the support of children in the care of the Division this past year totaled \$387,688.57. Of this \$245,426 were received from cities and towns where dependent children had settlement; \$101,575 were received from parents, \$73,905 coming through probation officers as a result of support orders made by the courts. The rest came principally from such federal agencies as Old Age and Survivors' Insurance and Veteran's Administration. The over-all total was more than \$27,000 above the preceding year's figure. There was a slightly greater increase than this in the amount paid by cities and towns - the rate to them having been increased because of increasing cost, though still not representing full reimbursement. The amount collected from parents was less than \$225 under last year's figure, reflecting increased work on collections in the face of increased living costs and their tendency to reduce the amount available.

#### CHILDREN IN THE CARE AND CUSTODY OF THE DIVISION

The year closed with 6223 children in care, an increase of 68 over the previous year, reversing for the first time the trend during the past eight years toward a lower agency caseload. The intake of children was less by 10% the last year, while the discharges from care dropped by 26%. Of the 929 children received in care, 64% were classified as neglected, having been committed from the district courts. Twenty-nine per cent (29%) were received under voluntary arrangement as dependent and 7% were delinquent, these percentages being almost identical with last year's. Of the 609 neglected children, 224 were permanently committed, while 385 were placed in care on a temporary basis, the ratio being about the same as last year. Only 891 children were discharged from care, 229 fewer than last year, which is more striking since last year discharges were 328 fewer than the year before. Partly, this decrease in discharges represents a favorable situation in that fewer children were discharged to court, the result of the recent trend toward reduction of the short-term neglect commitments which are so questionable; and fewer went to correctional institutions, died and eloped. Partly, however, it seems unfavorable since fewer children returned to relatives and slightly fewer were adopted.

Among the children under care at the end of the year there was less than a 1% variation in age groupings, sex, religion classification and location, from last year. The only change of any significance





was in terms of care, with 2% more children carried on a boarding basis the last year, worth mentioning chiefly because in relation to the children at board in June 1946, this is a 4% increase and undoubtedly is the cumulative result of the liberalization of 1945 allowing children over sixteen years of age to continue at board to complete high school. The median length of stay of the children in care at the end of the year was 4.7 years, identical with that of last year.

Only 374 new boarding homes were approved during the year, 42 fewer than last year. Since boarding homes are the backbone of the agency's services and since they must be continually replenished in order to meet the needs of such a large caseload of children, this small production rate - at a time when the foster home shortage should be easing - was discouraging. Much of the time of the specializing homefinders, however, had had to be focussed on the development of reception, temporary, and infant homes for the newest district offices (Brockton and Worcester), inevitably involving a costly outlay of effort. The number of boarding homes approved by the already established district offices was surprisingly high in relation to the total, with Springfield accounting for 103, New Bedford 31 and Lawrence 54; and suggests the greater opportunity, through decentralization, of developing the foster home potential of each area.

During the year, there was an improvement in the chronic condition of overcrowding of the temporary homes where newly-received children over three years of age are cared for until permanent homes can be found for them, and where a few children unable to adjust in permanent homes are returned for short-term care. Whereas 330 children were in these homes at the beginning of the year, by the end of June this number was reduced to 270. The Boston temporary homes, which prior to the establishment of district offices received all new children from the entire state, were greatly relieved, caring for 171 - or 122 fewer - children at the end of the year than at the beginning; and for the first time in several years operating with populations under capacity. The newly-developed district offices, on the other hand, were utilizing their new reception and temporary home facilities, Springfield carrying in these homes an average of 23 children, New Bedford 3, Lawrence between 4 and 5 children and Brockton 44. Children left the Boston temporary homes for permanent placement at a more rapid rate than in the previous two years, an average of 30 being placed out permanently each month. While figures were not kept, it is certain that the stay of new children in the temporary homes in the new district offices was considerably shortened. Crowding of permanent homes was found to be slightly less according to a May census, which showed 1075 - or 72 fewer - children in homes with four or more children than last year. Of these, 202 children were in homes having from 9 to 13 children. Slight gain was also made in keeping children in the same family together in a single foster home, 834 having been kept together or 73 more than last year, and involving 2 families with 7 children, 5 with 6 children, 8 with 5 children, 19 with 4 children, 66 with 3 children and 238 with 2 children. More however were separated among two or more foster homes - 2 families with 10 children, one with 9 children, 9 with 8 children, 20 with 7 children, 35 with 6 children, 62 with 5 children, 119 with 4 children, 195 with 3 children and 274 with 2 children.

Again this year to a considerable degree the agency was in a state of interrupted organization as it moved into the final phase of the decentralization plan. Preceding the establishment of the Brockton office in November and the Worcester office in March, much preparation had to be made in relation





to case records, foster home records, indexes and files; large segments of caseloads had to be transferred from one worker to another to fit in with the new district lines; many workers had to be transferred from one supervisor to another; a substantial number of new staff members had to be inducted and prepared to assume the new functions in these district offices. A considerable backlog of children received from district office areas during the early stages of their establishment had piled up in the Boston temporary homes and required extraordinary effort finally to plan for suitably. Necessarily, there was considerable confusion around a multiplicity of aspects of inter-office exchange of material and realignments of responsibility as between offices, and many new procedures had to be developed. Methods had to be evolved for making a fair allocation to district offices of a fraction of the Boston office intake, since the latter office with its more limited foster home potential could not care for its total intake which is heavy (45% of the total). The fundamental mechanics for sending to district offices the essential material on support were worked out. Simultaneously, there was a revision of the system of handling payments to foster parents in the Bureau of Accounts which required modification of the material submitted to that Bureau by the Division's personnel and involved a tremendous amount of supervisory and clerical time before clarification and a smooth running organization was achieved.

By the end of the year, however, the most immediate problems connected with decentralization had been worked through, and although the Boston office could not be considered fully organized since the supervisor, lacking two head social workers, had to give full time to the direct supervision of intake, still a point had been reached where the situation could be viewed with some perspective. District Supervisors' staff meetings were being held on a regular basis, and while it seemed clear that the next year or two could involve essentially a "shakedown period," some definition of outstanding problems and immediate objectives in the services to children was attempted. The major objectives agreed upon were as follows:

- the further development of homefinding, foster home records and foster home statistics;

- more direct help given by the worker to the child concerning his feeling about separation from his own home and his attitudes toward his parents and family situation;

- greater unification of planning for the children in the same family;

- reduction of the replacement rate;

- control of crowded conditions in temporary and permanent foster homes;

- fuller consideration of adoption placement for children in care;

- the achievement of greater uniformity in medical and dental charges paid;

- more attention to securing support from parents and other sources.





CHILDREN RECEIVED INTO CARE JULY 1, 1947 TO JUNE 30, 1948

<u>Age - by Sex and Religion</u>								<u>Status - by Sex</u>			
<u>Age</u>	<u>Total</u>	<u>Cath.</u>		<u>Prot.</u>		<u>Other</u>		<u>Status</u>	<u>Total</u>	<u>Boys</u>	<u>Girls</u>
		<u>B</u>	<u>G</u>	<u>B</u>	<u>G</u>	<u>B</u>	<u>G</u>				
All	959	349	282	163	151	9	5	All Statuses	959	521	438
Ages											
0-1	128	36	44	28	20	0	0	Dependent - Section 14	1	0	1
1	76	26	27	13	9	1	0	Dependent - Section 22	38	22	16
2	69	30	21	11	7	0	0	Dependent - Section 28	6	3	3
3	69	26	23	7	13	0	0	Dependent - Section 38	233	129	104
4	61	17	22	8	13	1	0	Neglected - Permanent	224	124	100
5	62	20	20	13	9	0	0	Neglected - Temporary	385	185	200
6	57	23	19	10	5	0	0	Delinquent - Permanent	5	3	2
7	47	20	9	7	10	1	0	Delinquent - Temporary	66	55	11
8	59	12	25	10	11	1	0	Wayward - Permanent	1	0	1
9	57	32	15	5	4	0	1	Wayward - Temporary	0	0	0
10	57	23	13	8	13	0	0				
11	39	18	11	7	2	1	0				
12	52	23	9	8	11	1	0				
13	44	13	12	8	5	1	0				
14	40	15	5	8	10	1	1				
15	29	6	5	10	5	1	2				
16	8	2	2	2	2	0	0				
17	5	2	0	2	2	0	1				

CHILDREN DISCHARGED JULY 1, 1947 TO JUNE 30, 1948

Reason for discharge - by sex

<u>Reasons</u>	<u>Total</u>	<u>Boys</u>	<u>Girls</u>
All Dispositions	891	461	430
To Court	237	125	112
To Parents	164	102	62
Committed to State School for Mentally Defective	87	46	41
Became of Age	82	16	66
To Armed Forces	79	79	0
Married	57	2	55
To Relatives other than Parents	52	28	24
Became self-supporting	38	9	29
Adopted	33	11	22
Bailed	21	14	7
Committed to Correctional School	11	8	3
Whereabouts unknown on June 30	9	6	3
Transferred to Correctional School	8	7	1
Died	5	3	2
To place of Settlement	5	3	2
Committed to Reformatory	0	0	0
Other	2	1	1



CHILDREN UNDER CARE ON JUNE 30, 1948

Ages - by length of time under care

Status - by sex

<u>Age</u>	<u>Years under care</u>					<u>Status</u>	<u>Total</u>	<u>Boys</u>	<u>Girls</u>
<u>All</u> <u>Ages</u>	<u>Total</u> 6223	<u>0-1</u> 771	<u>1-5</u> 2066	<u>5-10</u> 1899	<u>Over 10</u> 1487	All Statuses	6223	3277	2946
0-1	72	72				Dependent - Section 14	5	1	4
1	136	80	56			Dependent - Section 22	427	235	192
2	185	66	119			Dependent - Section 28	31	22	9
3	237	50	187			Dependent - Section 38	1760	991	769
4	254	53	201			Neglected - Permanent	3533	1766	1767
5	302	55	209	38		Neglected - Temporary	374	194	180
6	296	46	142	108		Delinquent - Permanent	53	38	15
7	352	49	164	139		Delinquent - Temporary	36	27	9
8	342	49	118	175		Wayward - Permanent	3	2	1
9	386	47	130	209		Wayward - Temporary	1	1	0
10	395	49	115	194	37				
11	409	33	134	155	87				
12	418	34	98	167	119				
13	407	27	104	132	144				
14	384	28	77	120	159				
15	391	20	81	120	170				
16	376	11	56	112	197				
17	327	1	50	94	182				
18	249	1	18	57	173				
19	185		6	51	128				
20	116			28	88				
21	4		1		3				

Location - by Religion

<u>Location</u>	<u>Total</u>	<u>Catholic</u>	<u>Protestant</u>	<u>Other</u>
All Locations	6223	3896	2289	38
Foster Home Total	5499	3433	2033	33
Board and Clothing	5018	3131	1855	32
Board	25	15	10	0
Clothing	45	24	21	0
Free	70	42	27	1
Work	5	3	2	0
Wage	44	27	17	0
Independent	291	190	101	0
Other	1	1	0	0
Non-medical Institution	111	82	28	1
Board and Clothing	86	68	18	0
Board	6	4	1	1
Clothing	10	7	3	0
Free	9	3	6	0
Medical Institution	126	74	51	1
Board and Clothing	26	21	5	0
Board	7	4	3	0
Clothing	33	12	21	0
Free	60	37	22	1
With Parents	189	109	78	2
With Relatives	101	65	35	1
In U. S. Services	43	30	13	0
Married	4	3	1	0
Staff in Institutions	38	26	12	0
Whereabouts Unknown	32	23	9	0
Other	80	51	29	0





## INVESTIGATION OF INDEPENDENT ADOPTIONS

While a review of the past year's work does not show marked improvement measured quantitatively, it does however reveal important progress when other aspects are considered.

In terms of production, the picture at the end of the year remained much the same as for sometime past. The number of cases awaiting investigation was 839, or less than 100 under the figure at the end of the preceding year. The courts during the year referred 1831 petitions (211 fewer than in the year before); and the number investigated and reported on to the courts, or otherwise closed - 1884 - shows that it was possible to do little more than keep abreast of the intake, with pressure on the staff continuing to be great.

It is encouraging to note, however, greater understanding shown in the matter of necessary delays and decreased pressure for hurried reports. Also cheering is the increased awareness of the problems involved in adoption, as evidenced by the ever growing number of requests for advice and information from the courts, attorneys, prospective adopting parents, mothers and social agencies. While the time used in meeting these requests is considerable, it is hoped that the results as reflected in improved procedures may prevent many unfortunate situations from developing.

The supervisor and assistant supervisor have continued with the program of visiting the judges of the probate courts in an effort to establish mutual understanding and to work out a cooperative program directed toward better adoptions. The attitudes of the judges seen indicate social mindedness and a sincere desire to know the entire situation in the case of each petition as fully as possible in order that proper disposition may be made. There have been requests from two judges for consultation service, which is now being given whenever asked. The results of the contacts with the courts have been very encouraging and seem to indicate that by a closer relationship between them and this office more suitable adoptions for Massachusetts children may be effected.

Out of cumulative staff experience some steps in investigation have been initiated during the past year which make possible more complete and more accurate reports to the court. These steps include re-indexing after securing further data; getting more psychological testing done - which involves interpretation to petitioners as a first step and after later, also, regarding findings; definitely encouraging delays where indicated - for example, until recommended re-testing; going further with parents in making new plans for children where adoptions are disapproved. The added steps and the consequently fuller reports are doubtless responsible in part for the fact that the output in terms of cases reported on has not increased; but their contribution to the court's understanding of cases has sufficient importance to warrant the use of the time involved. There may well be a connection between fuller reports, which give more individualizing detail on each situation, going to the courts and the apparent increased importance of the Department's reports in the eyes of the court.

Especially because of its work on independent adoption investigations, the Division has been concerned with the efforts of the Adoption Commission which studied the weaknesses of the present law and the practices under it. To





remedy several things they introduced legislation, which failed to pass. Important points in the Commission's bill were provisions: that a mother's consent not be valid if taken before the child is one month old; that a year's residence of the child with the petitioners be required; that all records (not merely the Department's reports) relating to adoptions be impounded; and that agencies engaged in child placing and adoption placing be licensed by the Department. In the extension denied them, the Commission planned to complete their work around still other problems, including the questions of: recommending that hearings be held in chambers; providing for planning for children when adoption petitions are denied; and establishing separate procedure in probate courts for terminating parental rights. When such legislation may be next introduced two further points should, it seems from the experience of the Department, be incorporated. One would allow petitions only when the petitioners reside in the State - as is the case in some other states. Under the present conditions, with petitions being filed for non-residents, there is inevitable delay in having to ask service from an agency in the state of their residence. There are the disadvantages of the investigation for the court not being done by the same agency with reference to all parties to the adoption, and there are difficult situations resulting from petitioners evading adoption laws in their own state by filing in one with slightly different laws. The other suggested change would require that adoption cases be brought to hearing within a given period, in order to protect children in situations where now matters drift because attorneys will not bring to hearing cases in which the Department's report will be unfavorable to their clients.

Statistics for the Year ending June 30, 1948.

Cases pending June 30, 1947	892	
New Petitions referred by Courts		
July 1, 1947 to June 30, 1948	<u>1831</u>	2723
Cases closed July 1, 1947 to June 30, 1948	1884	
Investigated and reported to Courts	1761	
Not investigated (withdrawn or otherwise eliminated)	123	
Cases pending June 30, 1948	<u>839</u>	2723
Reports to Courts on completed investigations covered adoption petitions for		
Legitimate children		
By relatives	635	
By persons other than relatives	<u>191</u>	826
Illegitimate children		
*By maternal relatives	410	
By alleged relatives	16	
By persons other than relatives	<u>507</u>	933
Foundlings	<u>2</u>	1761

Of the petitions investigated, 8 were to be withdrawn; 36 were definitely disapproved in reports to the court; 76 were approved with reservation.

\*Of these, 287 were petitions of mother and her husband.





## LICENSING OF INFANT BOARDING HOMES

The licensing responsibility of the Division of Child Guardianship being limited to licensing and not including the supervision of independent boarding homes, there has always been a problem around giving service to parents who ask for recommendations of private boarding homes for their children. It is difficult to suggest names of licensed homes for consideration to a parent wanting to place a child without being misunderstood as recommending a home in the sense that a placing agency could recommend a home which it has known from use. It is also difficult to refer parents to boarding homes without being misunderstood as recommending parents as responsible people who will keep up board payments, for example - to say nothing of feeling concerned, as a child-placing agency, about the wisdom or need of placement in particular situations. Naturally, however, it seems to the public a reasonable service to expect; there being no other agency in a position to help even as much; and naturally, also the situations in which it has seemed necessary to render whatever service could be given have multiplied during and since the recent war.

The continued housing shortage brought, during the past year, to the licensing section of the Division many requests which could not be met. Many of the licensed foster parents were evicted, others shared their homes with relatives, some sold their homes because of a favorable market, and others re-modeled their homes for multiple occupancies. Rooms were available for evicted parents but not for their children - with foster homes appearing to be the solution. However, the average weekly board for children in independent foster homes is about \$15, which it is impossible for many parents to pay, with the increased expense of their own new living arrangements. Neither private nor public social agencies have been able to accept full responsibility for providing housing units for displaced families, and the plight of such people was desperate. Some were helped with information about licensed homes, some enlisted the aid of relatives, and others left their children with any one who would take them.

This latter group caused great concern, especially those who seemed to think only of their own comfort and to be indifferent to the fate of their children. The placements made by such parents indicated that theirs were "nobody's children." For example, a mother lived in a modern, well kept, single house in a good residential district while her three and a half year old child was with a known alcoholic. A kindly passer-by took the child from her in the park when in a stupor of intoxication she proclaimed her dislike for the child. Many similar situations could be reported of unfortunate children whose parents protested when asked to remove them. And, in addition to problems presented by the attitudes of parents and boarding mothers, there is the agency that took over the supervision of the home of a confirmed alcoholic in order to circumvent the licensing law.

The work of the licensing office is varied and complex. Its problem does not end on reaching a decision that the physical aspects of a home are satisfactory and the applicant's reputation good. Often, children are found registered in placement under false names, and only because of the vigilance of the Department will these children have correct birth certificates. A child abandoned in a foster home was finally identified through the label of a medicine bottle purchased in a nearby State. Another child was identified with only a false name for the mother and a General Delivery address in another state as





clues. Medical attention is sometimes denied a boarded child because the boarding mother fears that she will have to bear the expense if the parent lacks funds. Workers from the licensing office frequently give advice, obtain the services of the district nurse or city physician, and help parents secure assistance from public and private agencies.

The law gives the Department power to remove a child from a boarding home in order to protect him from neglect or abuse. In such a situation the child's parents are notified and asked to make other arrangements; and the boarding mother is forbidden to take any other child without permission from the Department.

In order to prevent poor placements from being made or continued, the licensing workers must be always alert. Poor placements with a view to adoption are watched carefully. Two children from out-of-state were found placed in a foster home through the medium of a radio program; and an adoption advertisement in a nationally circulated magazine was traced to a man convicted of fraud in South America.

Three thousand one hundred and thirty (3130) newspaper advertisements (2314 for children to board and 816 for boarding homes for children), an increase of more than twenty-five percent over the previous year, were checked and followed up. Eight hundred and sixty-three (863) homes referred by the home-finders of the child-placing section of the Division as homes disapproved or closed were sent copies of the licensing law. Through such work as this, knowledge of the licensing law has become more and more general and brings some favorable comment on the Commonwealth's interest in privately boarded children.

The staff time remaining goes into visiting as many as possible of the homes reporting, as required by law, the boarding of single children - for which a license is not required.

Sometime ago the Commissioner expressed the opinion that the licensing office should not duplicate by investigation the work of children's agencies in the case of agency homes subject to the law. This year, he suggested change in this direction, secured advice of the Department's legal counsel and the approval of the Advisory Board. The initial step planned was the delegation to the seven child-placing agencies in Boston of making recommendations for licenses based upon their home-finding investigations. These agencies had 45 licensed homes - the smallest having two and the largest 14. The plan was thoroughly discussed with each agency. Their general opinion was that although they were willing to cooperate with the Department, they felt no need for the change, that little was to be gained and that there was danger of losing something of value inherent in a central official licensing plan whereby the Department retains full responsibility without any delegation.

The General Court, having set up this year a Commission to Study Recodification of the Public Welfare Laws, and the Division having gone to work on drawing up recommendations on children's laws, the licensing staff became a sub-committee studying infant boarding house laws. The staff felt that the term "Infant Boarding House" should be changed to "Boarding Homes for Children." Their major recommendations would eliminate reporting by child-placing agencies of children placed and licensing of homes used exclusively by child-placing





agencies; and would strengthen the law by giving the Department power to forbid the boarding of any child by a foster mother who had been refused a license or had her license revoked or had a child removed from her custody under Section 14, 20 or 28 of Chapter 119 of the General Laws. While the licensing staff, due to the rapid growth of its work since it was established in 1942, is still working over details of practice and procedure, it feels, out of its experience, that the law is basically good, the need of it unquestionable, and careful adherence to it imperative.



General Summary

Children reported in foster homes 1947-1948		6880
Placed by agencies	1932	
Placed privately	4948	
Boarding homes listed 1947-1948		7133*
Boarding homes used during 1947-1948		5584
Agency homes	1873	
Private homes	3711	
Boarding homes visited		3498
Applications for licenses pending June 30, 1947		87
Application blanks issued during the year		983
Applications worked on during the year		1035
Applications disposed of during the year		865
a. Withdrawn before action by the Board of Health	278	
b. Withdrawn after action by the Board of Health	92	
c. Licenses granted	447	
1. Agency licenses	115	
2. Private licenses	332	
d. Licenses refused	48	
Applications pending June 30, 1948		170
Licenses revoked		4
Children removed under Chapter 119, Section 14		1
Children removed under Chapter 119, Section 28		6
Foster mothers brought to court		1
Complaints on homes received and investigated		158

\*Homes active in preceding year are carried over.





Sources of Complaints Regarding Infant Boarding Homes

Received and Investigated 1947-1948

From:	Interested individuals	70
	Parents and relatives	30
	Anonymous complainants	17
	Neighbors	11
	Foster mothers	8
	Attorneys	2
	Clergymen	1
	Doctor	1
	Private agencies	48
	Society for the Prevention of Cruelty to Children	42
	Child Placing Agencies	6
	Public agencies	32
	Division of Child Guardianship	14
	Boards of Public Welfare	8
	Boards of Health	3
	Public Health Nurses	3
	School Departments	2
	Girl's Parole	1
	Veteran's Bureau	1
	Enforcement agencies	6
	Police	4
	District Attorney's Office	1
	Court	1
	Hospitals	<u>2</u>
	TOTAL	158



## CHILD WELFARE SERVICES

Supervision of the programs of three groups of towns jointly employing child welfare workers was continued this past year. A total of 741 children have received casework services during the year from the child welfare workers in the town-groups centered in Southbridge, Webster, and West Bridgewater.

The Child Welfare Committee in the Southbridge unit has been very helpful to the local worker in developing resources to meet needs for free legal advice, optical service and clothing - having established a clothing center used by the school nurse, the visiting nurses and the Child Welfare Services worker. The Southbridge Board of Public Welfare has not been willing to increase financial participation in Child Welfare Services, feeling that the project should be supported by State as well as local and federal funds.

The Webster unit's Child Welfare Committee has broken down into committees in each of the three communities served. The committee in Oxford was successful in having the town make an appropriation for its share in the service. In Webster the Board of Public Welfare tried to have the appropriation increased but the finance committee and the town meeting failed to put the increase through. The Dudley Board of Public Welfare remained unwilling to ask for an appropriation. In all three places the committees are continuing their work of interpretation of the casework service to children in their own homes.

Child welfare committees are being formed in West Bridgewater and Bridgewater so that the work can be further interpreted to the communities in the hope that these towns will want to participate financially in the program. In the West Bridgewater unit, one town situated at quite a distance from the office has withdrawn. In the future, service will be given to fewer towns and towns immediately surrounding West Bridgewater, with the exception of one disadvantaged town at a little distance which is anxious to have the service continue. It is hoped that a child welfare committee will be formed in this town in the near future.

The schools in more of the towns served have come to appreciate the value of casework service to parents and children in their own homes; but the education of the whole community to support the program financially is a long slow process - especially difficult at this time when the tax rates in the various towns are extremely high.

Casework service to parents and children in their own homes continues to be an outstanding need in the state. When one studies the numbers and types of situations coming to the attention of the three local child welfare workers, it is clear that there must be similar situations not receiving attention in all the communities throughout the state which do not have available casework service for children in their own homes. If the state were covered with such service, much preventive work could be done so that fewer homes would be broken and many children saved the unhappiness and insecurity of separation and





placement in foster homes. But to finance such coverage, large appropriations are necessary - whereas the federal funds available are small, town funds not yet forthcoming even in some towns which have received service now for several years, and state funds are still being sought to strengthen the central functions of the Division of Child Guardianship long established by law.



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ANNUAL REPORT - DEPT. OF PUBLIC WELFARE  
July 1, 1948 - June 30, 1949

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THE COMMONWEALTH OF MASSACHUSETTS ;↑ DEPARTMENT OF PUBLIC WELFARE

(Patrick A. Tompkins, Commissioner

To the Honorable Senate and House of Representatives:

The Twenty-ninth Annual Report of the Department of Public Welfare, covering the year from July 1, 1947 to June 30, 1948, is herewith respectfully presented.

## Members of the Advisory Board of the

## DEPARTMENT OF PUBLIC WELFARE

Date of Original Appointment	Name	Residence	Date of Expiration
12/ 1/35	Mrs. Vincent P. Roberts	Chestnut Hill	1/31/51
9/ 8/43	Rev. James H. Doyle	Boston	1/31/50
2/20/46	Albert F. Doyle	Brockton	1/31/50
2/20/46	Rabbi Levi A. Olan	Worcester	1/31/49
4/ 9/47	Robert W. Bodfish	Longmeadow	1/31/49
2/11/48	Miss Ida M. Cannon	Cambridge	1/31/51

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THE COMMONWEALTH OF MASSACHUSETTS:↑ DEPARTMENT OF PUBLIC WELFARE

Patrick A. Tompkins, Commissioner

To the Honorable Senate and House of Representatives:

The Thirtieth Annual Report of the Department of Public Welfare, covering the year from July 1, 1948 to June 30, 1949, is herewith respectfully presented.

## Members of the Advisory Board of the

## DEPARTMENT OF PUBLIC WELFARE

Date of Original Appointment	Name	Residence	Date of Expiration
12/ 1/35	Mrs. Vincent P. Roberts	Chestnut Hill	1/31/51
9/ 8/43	Rev. James H. Doyle	Boston	1/31/50
2/20/46	Albert F. Doyle	Brockton	1/31/50
2/11/48	Miss Ida M. Cannon	Cambridge	1/31/51
2/23/49	Ben G. Shapiro	Brookline	1/31/52
2/23/49	Ralph Igoo	North Brookfield	1/31/52

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DIVISIONS OF THE DEPARTMENT OF PUBLIC WELFARE

BOSTON

Division of Aid and Relief, Room 30, State House  
Robert P. Curran, Director  
Albert E. Howell, Chief Supervisor  
Subdivision of Social Service  
Flora E. Burton, Supervisor  
Subdivision of Appeals  
Louis R. Lipp, Supervisor  
Division of Child Guardianship, Room 43, State House  
Marion A. Joyce, Director  
Esther Hill, Assistant Director  
Bureau of Accounts  
Clarence A. Bingham, Supervisor  
Bureau of Incorporated Charities, 15 Ashburton Place  
Florence G. Dickson, Supervisor  
Bureau of Research and Statistics  
John F. Mungovan, Acting Supervisor

INSTITUTIONS UNDER THE SUPERVISION OF THE  
DEPARTMENT OF PUBLIC WELFARE

Tewksbury State Hospital and Infirmary, Tewksbury  
C. Winthrop Houghton, M.D., Superintendent  
Massachusetts Hospital School, Canton  
Donald C. Gates, M.D., Superintendent



# REPORT OF THE COMMISSIONER OF PUBLIC WELFARE

This is the thirtieth report rendered by the Department of Public Welfare since the departmental reorganizational act of 1919, at which time the Department was created to succeed the State Board of Charities.

During the year, the transfer of the Division of Juvenile Training and the three industrial schools to the newly created Youth Service Board was completed. The Department now administers its principal functions through two major divisions—the Division of Aid and Relief, which is responsible for carrying out those provisions of law which relate to public assistance and to the care and maintenance of adults; and the Division of Child Guardianship, which is responsible for carrying out the laws which relate to the care and maintenance of children. In addition, the Department has general supervision over two institutions—the Massachusetts Hospital School (for crippled children) at Canton; and the Tewksbury State Hospital and Infirmary.

The trend experienced in recent years of increased case loads and expenditures continued in all categories of public assistance. During the year, \$92,514,225 was expended on the combined Old Age Assistance, Aid to Dependent Children, and General Relief case load. This represents an all-time high in expenditures, and an increase over the previous year of almost \$14,000,000. The increase over the previous year, while due partly to additional cases coming on the rolls, must be ascribed chiefly to increases in individual payments necessitated by the rise in the cost of living. The impact of this rise in expenditures from 1947-1948 was cushioned in great measure by the action of the 80th Congress in further liberalizing the Federal matching provisions on Old Age Assistance and Aid to Dependent Children. The following table indicates the extent to which Federal, State and local moneys were involved in meeting public assistance costs during the past two fiscal years and demonstrates that the greatest increase in expenditures (22.8%) occurs in the amount of Federal financial participation.

## EXPENDITURES FOR PUBLIC ASSISTANCE IN MASSACHUSETTS

July 1, 1947 to June 30, 1949

	Year Ending		Change
	June 30, 1948	June 30, 1949	%
TOTAL EXPENDITURES (3 categories)	\$78,519,978	\$92,514,225	+17.8
FEDERAL	27,477,538	33,730,803	+22.8
STATE	29,071,878	33,212,075	+14.2
LOCAL	21,970,562	25,571,347	+16.4

In the Division of Child Guardianship, a slight increase in case load was noted. The year closed with 6,249 children in care, only 26 more than were in the Department's care at the close of the previous year. However, as this was the first full year in which the most recently established rates for compensating foster mothers for board were in effect, expenditures were considerably ahead of previous years.





This was the first complete year during which the Division of Child Guardianship functioned on a decentralized basis. The results have been highly satisfactory and are outlined in detail in the report of the Division. The remaining steps toward perfecting the plan of decentralization consist of (1) combining the public assistance and Child Guardianship personnel of the Greater Boston Districts into a single unit, and (2) decentralizing the unit which is responsible for licensing private homes for children. Plans are under way to accomplish both of these steps within the next few months.

Slight decreases were noted during the year in the activity of several units of the Department. The 793 petitions for adoption investigations referred to the Department by the Probate Court represented a decrease of 38 from the previous year. The 1,672 requests for fair hearings received by the Subdivision of Appeals represented a decrease of more than 500 from the previous year, during which time an extraordinary number of appeals had been received because of major budgeting revisions which had been placed in effect.

The most important legislation enacted during the year was a law relating to the adjustment of Old Age Assistance allowances. This statute (Chapter 638 of the Acts of 1948) requires automatic adjustments in Old Age Assistance payments semi-annually, providing that a 5% change from the period of the most previous adjustment has been reflected in the Index. The initial application of this law in October, 1948, made it necessary for the Department to require that an increase of 8.3% be made by local Boards of Public Welfare in the assistance payments of all recipients of Old Age Assistance. By policy, the same cost of living adjustment has been applied in the Aid to Dependent Children program.

Probably the most important activities of the Department during the year related to various steps taken to improve the methods of administration in local Boards of Public Welfare. Among the points worth discussing are: (1) The formation of the first local welfare district; (2) negotiations on the Merit System representatives of the Federal Security Agency; and (3) the release by the Department of a handbook outlining comprehensive standards for administration.

#### ESTABLISHMENT OF FIRST LOCAL WELFARE DISTRICT

In 1938, the Legislature enacted a law which enabled two or more towns to form a public welfare district in order to bring about the employment of suitable personnel to carry out the duties imposed by Chapters 117, 118, and 118A, which are the laws relating to public assistance. State reimbursement of one-third of the cost of necessary salaries and expenses of the persons employed by them would be provided to such districts. Additional Federal reimbursement for administration is available to the towns so that the local share of the administrative expense of such a unit of towns would be approximately one-sixth of the total.

During the ten years that this statute has been in effect, the Department has made numerous attempts to encourage small towns to avail themselves of the advantages of this law, but little success could be reported except that in a few regions, towns hired on a part-time basis a welfare worker who had similar part-time employment arrangements with another community. It was not until the fall of 1948 that the Department succeeded in interesting four towns in the western part of the State in the formation of a welfare district. The District Office and the local agencies concerned were able to work out the mechanics of organization, and the plan was presented





at the annual meetings of the respective towns. The district which is known as the "Public Welfare District of Conway, Deerfield, Sunderland, and Whately", came into existence on April 1, 1949. The progress of this district will have great bearing in the future on the action to be taken by the 100 or more towns which could also take advantage of this legislation. Welfare districts of this kind will do much to overcome many of the obstacles seen by the Federal Security Agency in the administrative set-up of this Commonwealth. Such a district can employ only Merit System personnel. This has been one of our most pressing problems during the past two years in our negotiations with the Federal Security Agency.

#### CONFERENCE WITH FEDERAL OFFICIALS

Since October, 1946, when the Federal Security law was amended to provide greater reimbursement to the states for the cost of administration in Old Age Assistance, the Department has had numerous conferences and discussions with Federal officials concerning the need for standards of administration in local Boards of Public Welfare. While the Department agreed in principle with most of the demands which Federal officials were making, serious doubt arose as to the Department's legal authority under the statutes to impose many of the requirements outlined by the Federal Security Act on local units of government. This was particularly true in connection with certain Federal requirements known as Standards for a Merit System. The most controversial point was a requirement that members of Boards of Public Welfare could not perform staff functions or participate in administrative duties on Old Age Assistance and Aid to Dependent Children.

While the laws have been amended in recent years to take advantage of Federal funds for assistance, there has been no legislative change in the basic pattern (which survives since Colonial times) under which each local unit of government is responsible for administration of the welfare program. It is not easy to reconcile the autonomy existing in town government as established by the General Laws, and the requirements for administration as now imposed by the Federal Security Agency. The towns look upon many of the Federal requirements as an unwarranted intrusion upon the concept of town government as established by the founding fathers.

The Department, in attempting to develop a set of standards for administration to meet the requirements of the Federal Security Agency, could not of course violate the General Laws of the Commonwealth. After prolonged correspondence and numerous conferences with the Regional Office representatives, a committee consisting of the Director of Civil Service, the Chairman of the Commission on Administration and Finance, who was representing the Governor; and the Commissioner, was formed to examine the statutes in relation to the requirements of the Federal Security Agency. It was the considered judgment of this committee that the requirement of the Federal Security Agency, which in effect holds that Board members cannot perform staff functions, is in direct conflict with the statutory provisions which vest responsibility for administering assistance in the Board of Public Welfare. It was further agreed that any such proposal on the part of the Commonwealth which was not based upon the necessary statutory revisions would be resisted because of the traditional responsibilities vested by law in Boards of Public Welfare.

As the year closed it became increasingly evident that the Federal Security Agency could not be wholly reconciled to the Massachusetts' system under which small-town Board members participate in the administration of assistance. An additional problem concerns twelve municipal departments in which an appointed member of the Board of Public Welfare acts as the executive head of the agency without benefit of Civil Service. Eventually legislation will be needed in order that the deviations currently found in this State's application of the Merit System can be corrected.





## RELEASE OF HANDBOOK GOVERNING STANDARDS FOR ADMINISTRATION

While the Department was unable, as previously outlined, to meet the Federal requirement that all persons engaged in administering assistance should be employed under the Merit System, the vast majority of the requirements imposed by the Federal Security Agency relative to administration of public assistance were met through the release by the Department in June of a Handbook covering standards of administration for local Boards of Public Welfare. This Handbook (63 pages, mimeographed) becomes effective July 1, 1949, and establishes for the first time detailed standards in areas where heretofore the Department exercised no jurisdiction. A most important aspect of the Handbook relates to the requirement that each Board of Public Welfare establish a Personnel Practices Plan covering hours of work, sick leave and vacation, and adopt minimum methods of controlling and reporting these factors. Another important factor of the Handbook is that which establishes standards for the size of staff of local agencies. Ranges have been established which govern the number of social workers, supervisors, clerical workers, etc. which can be employed by a local agency. The case load of the agency is the basic test for determining the number of workers permitted. The Handbook also includes standards governing administrative expenditures for office equipment, travel, and office facilities.

The authority for enforcing the many requirements outlined in the Handbook rests in the fact that the Department can outline the conditions under which Federal funds will be made available to local agencies for administration purposes. Actually the Department does not insist upon a local agency adopting these standards but agencies which fail to conform cannot claim the Federal administrative funds.

By and large, cities and towns will welcome the fact that the Department is establishing uniform methods of administration. Particular interest has been shown in the Standards for Size of Staff since many agencies in the past have been unable to secure the appropriations with which to acquire additional workers who are obviously needed. Case loads of 300 or more are being carried by the social workers in some of the large cities. A number of other communities employ no stenographic help so that social workers are required to do all of the office and clerical work connected with their case load, in some instances maintaining handwritten case histories.

The greatest resistance to the Standards will undoubtedly center about the minimum work week of 35 hours which has been prescribed by the Department as the basis for maximum Federal matching. Reimbursement for salary expenditures of agencies which work fewer hours is reduced proportionately. It appears that of the 39 cities, 7 work less than 35 hours weekly. In addition, many of the towns have shorter work weeks, a few requiring employees to work less than 30 hours weekly.



DIVISION OF AID AND RELIEF

Robert P. Curran, Director

The Division of Aid and Relief includes three subdivisions:

Subdivision of Settlement  
Subdivision of Social Service to Tewksbury  
State Hospital and Infirmary  
Subdivision of Appeals

The reports of the supervisors of these subdivisions are  
herewith submitted.

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DIVISION OF AID AND RELIEF  
Robert P. Curran, Director

The year was marked by a continued rise in the number of cases receiving assistance in all categories. This is a continuance of the experience which has been noted throughout the entire readjustment period. Again, as in the past three years, the rise in expenditures, however, has been a matter of greater concern than the rise in the number of cases. While gross expenditures were up during the fiscal year in the amount of \$13,994,247, the impact of this rise in cost was cushioned in great measure by the action of the 80th Congress in further liberalizing the Federal matching provisions on Old Age Assistance and Aid to Dependent Children. The Old Age Assistance ceiling for Federal matching purposes has been increased from \$45.00 to \$50.00. As a result, the Commonwealth received during the fiscal year almost 34 million dollars in Federal reimbursement, an increase of \$6,253,265 over the previous year.

As previously stated, the increase in assistance costs was due not so much to additional cases being added to the rolls, as it was to the increases which are granted in order to enable assistance recipients to meet rising costs for consumption items. Since 1941, the Department has periodically conducted a cost study of consumption items and revised the standard budget allowances for the food, fuel, clothing, and personal care items in accordance with price changes. During this fiscal year, a new method has been adopted by virtue of a law passed by the Legislature. This statute, Chapter 638 of the Acts of 1948, in effect ties assistance payments on Old Age Assistance to the cost of living so that the figures compiled by the State Bureau of Necessaries of Life are used as the basis for determining whether a change in assistance payments is to occur. In fairness to other recipients, the Department has extended the new law, by policy, to the Aid to Dependent Children category, and has recommended to local Boards of Public Welfare that similar application of the cost-of-living adjustment should be made in establishing the amount of assistance to be granted to recipients of General Relief. When the new law became effective, it was determined that an 8.3% adjustment in the budgetary grants of recipients was required. These adjustments went into effect September 1, 1948. The law specifies that the adjustment shall be on the entire assistance budget and not on the individual items which comprise the budget.

A noteworthy aspect of the new law is that it has simplified considerably the problem of adjusting assistance grants in accordance with changes in living costs. Heretofore, it has been necessary for local agencies to review completely the entire assistance plan for the family, taking into consideration the number of persons residing in the family unit, living arrangements, and numerous other factors. As a result, except in the smallest agencies, the activity and paper work required made it impossible for a budgetary adjustment to be effected simultaneously throughout the Commonwealth. Of course, Department regulations made it mandatory that all persons be granted the new allowance as of the same date. In consequence, it was necessary for many thousands of cases to be given retroactive payments which adjusted the assistance payment over a period of four to ten weeks. The new law has been welcomed on all sides because of the facile method which it presents for adjusting assistance payments. After the initial adjustment which occurred in September, the cost-of-living index levelled off in subsequent months so that no further adjustment was required during the year. (The law specifies that semi-annually an upward or downward revision in assistance payments shall occur if there has been a 5% change in the cost-of-living index from the period when the last adjustment occurred.)





One of the most important activities of the Division during the year was the development, release, and consequent follow-up work centering around the area of authorization of public assistance. The Department's own observation, together with certain Federal representations made to us as the result of Federal case reviews in recent years, pointed to the need for clarification and strengthening of the methods used in many agencies for authorizing and expending funds for assistance purposes. The differences which are found among Boards of Public Welfare in both size and organizational setup continually make difficult the problem of achieving uniform methods of administration. In smaller communities where the members of the Board of Public Welfare administer assistance without the benefit of a paid worker, wholly unacceptable methods of authorization were employed. The large cities, for the most part, had adequate and well-worked-out fiscal methods, but, in several instances, were found to be deviating from the accepted basis of authorization due to the desire of securing Federal participation in certain types of payments for which Federal matching is not available. The middle-sized communities, which are the most numerous, presented such a diversity of administrative patterns that variable methods of expending and authorizing funds were to be expected.

In its release, known as State Letter 34, the Department promulgated an entirely new set of standards relative to authorizing public assistance. This material not only strengthened the controls relative to authorization but restated in most forceful terms the type of investigation and recording which must occur prior to the time when an expenditure is authorized; the precise methods to be used in protecting the rights of recipients, both as to notice of actions which are taken and the right of appeal; the basis for Federal matching of various types of payments, including the heretofore unclear provisions relative to delayed and retroactive payments; and numerous other provisions. The Department, in establishing these new regulations for local agencies, made a serious effort to eliminate such prior requirements as were considered dispensable. The typical change related to the repeal of the rules formerly in effect which governed submission to the Department of a notice of assistance on Old Age Assistance and Aid to Dependent Children. For many years, the Department required that a "notice of assistance granted" be received in the State office within ten days after the initial award. Frequently, this requirement worked a hardship. The penalty for late notice was complete disallowance of reimbursement for the period during which the delay occurred. The simple provision now in effect not only gives the local agency ample time for submitting a notice of assistance granted but provides for no penalty except in cases where the agency refuses to submit a notification of assistance granted.

Two minor but highly important statutory changes relative to methods of paying public assistance were put into effect in connection with the revised authorization procedures. These laws require:

- (1) That payments to Old Age Assistance recipients shall be made semi-monthly and in advance. This legislation was sought by the Department because many communities paid assistance recipients in arrears and considerable difficulty arose when recipients moved between communities which had different methods of paying assistance.
- (2) Direct payment to hospitals of hospitalization expenditures incurred on the Aid to Dependent Children program. This legislation also had been recommended by the Department since it facilitates the method of payment and because virtually no Federal moneys are involved in hospital payments on Aid to Dependent Children due to the fact that the basic maintenance grant to the family in almost all instances exceeds the Federal matching ceiling.





An important piece of legislation which unfortunately was not enacted would have allowed direct payments to hospitals on the Old Age Assistance program. Under the present law, it is necessary for Boards of Public Welfare to make hospital payments directly to a recipient of Old Age Assistance. This requirement is bothersome to the recipient since he in turn must endorse the check and arrange to pay the hospital bill, and in addition, creates the hazard of misuse of the funds by recipients, with the result that either the hospital bill remains unpaid or the Welfare Department locally is required to duplicate the payment.

The major responsibility of the Division in the field of public assistance is rendering supervisory services to local Boards of Public Welfare. Over a period of years, the Department has been adjusting and revising its method of supervising local agencies. There has been a gradual trend in the past five years away from the plan under which the Department reviewed and approved each new assistance case as it was accepted by the local agency. More and more emphasis has been placed by the District Offices and the field staff upon a review of the entire services of the agency rather than individual assistance cases. The past year might be considered the first in which an all-out effort was made to carry out supervisory services to local agencies through the use of the State Administrative Case Review. The basic plan of the Department calls for a biennial review in all agencies and a more frequent review in the larger agencies. Up to June 30, 1949, the State administrative case review has been completed in 185 cities and towns. These communities had a caseload of 35,308, and the number of cases reviewed was 4,119, or slightly more than 10%. The caseload represents more than half of the State caseload outside of Boston. Boston was not reviewed during the year by the State agency since the Federal agency, as part of its administrative case review, had selected Boston and four other communities (Chelsea, Lowell, New Bedford, and Provincetown) for review during this fiscal year.

The administrative case review is based upon two important fact-finding steps conducted by the field staff of the Department:

- (1) A sample of cases in all categories of assistance is selected and the cases chosen are subjected to close review and evaluation for purposes of testing conformity with the law and policies and the Standards of Assistance. In addition, an effort is made to determine the extent to which the local agency is rendering social service to the family and to evaluate the degree of skill used in planning for the family and recording the case history.
- (2) An administrative interview is conducted with the local officials, during which all aspects of administration are covered. This interview is made with at least the board and executive in each agency, but, occasionally, particularly in large agencies, involves further interviewing of supervisors, consultants, etc.

The administrative case review is a means to an end rather than an end in itself. The important accomplishments of the review are brought about as the result of the planning and follow-up work which is carried out. The final step in the review of each community consists of a conference with the local representatives, at which time the Department outlines its findings and recommendations. The more important findings and recommendations are then transmitted to the local agency in writing. Frequently, as the result of case review (Federal or State), an agency will secure additional staff workers or, in a rural community, acquire a paid worker for the first time. By and large, agencies have been found to be most cooperative in considering and following the recommendations made as the result of the Department's review.





Occasionally, disinterest and resistance are encountered. In one instance during the past year it was necessary to withdraw all Federal and State reimbursements from a large town because case review findings indicated a complete refusal on the part of the community to conduct even the minimum investigations required by statute, and an absolute lack of intention on the part of the local agency to secure staff which could carry out these responsibilities. Normally, however, less drastic sanctions are required. Individual cases which on review have been found to be out of conformity with State or Federal requirements are referred to the agency as "exceptions". The period of 30 days is allowed, within which the local agency can attempt to assemble evidence which might warrant the removal of the exception. When cases are found which are ineligible or in which payment in excess of, or less than, the amount warranted under the statutes has been made, a fiscal disallowance is taken on the case. The number of instances where this latter action is required, when compared to the entire number of cases reviewed, is extremely small.

The Department's efforts to improve local administration through the use of the case review process should be greatly enhanced in future years due to the adoption by the Department of standards governing methods of administration. As outlined in the Commissioner's report, Handbook #2, released in June of 1949, establishes criteria relative to personnel practices, hours of work, and size of staff. In the past, field workers of the Department have been somewhat handicapped in attempting to recommend administrative and organizational changes to local agencies because of the lack of an approved standard to guide them in this important aspect of the work.

The most difficult problem of administration in Massachusetts centers around the small communities whose caseloads do not warrant the employment of full-time Civil Service personnel. Approximately a hundred of the towns have combined caseloads on all programs of 50 or less. Many communities have caseloads of 10 or less. For the most part, the members of the elected Board of Public Welfare or selectmen administer public welfare in these small towns. These officials usually carry on the work as a matter of expediency and purport to have little interest or knowledge of the details of the job. There is virtually no financial incentive as many of the small town officials receive no additional compensation for the work performed. Case records in many of these communities are wholly inadequate. The home visitations which are required by statute rarely occur. While there is little evidence that money is wasted in the administration of public assistance in these small towns, it can be fully demonstrated that the programs are inefficiently and improperly administered. Recipients frequently do not receive the full amount of assistance which the State law requires shall be given to them. The helpful service and counsel which is available to recipients in larger communities with employed staff is rarely given. The problem cannot be completely remedied except through legislation. The solution appears to be (and this is confirmed by the recommendations of the Recess Commission on Public Welfare, House #2276, 1949) to extend Civil Service coverage to all positions which in any way relate to the administration of public assistance. There is also need for further encouraging the formation of welfare districts in rural areas by simplifying the law under which communities can combine for purposes of hiring a welfare staff and also increasing the financial incentive by providing higher Federal and State participation in the cost of such districts.

In recent years the Department has not filed any legislation in connection with its Annual Report because it was believed that all efforts toward improving and clarifying the statutes should be channeled through the various Recess Commissions studying Public Welfare legislation. However, because of a unique problem which has arisen in connection with the interpretation of the real estate ownership provisions of the Old Age Assistance Law, legislation is filed with this report which is designed to rectify a





somewhat difficult situation. The Old Age Assistance Law provides that persons who own real estate used as a home shall be eligible for assistance provided that a mortgage bond is given to the Board of Public Welfare in instances where the "equity", based on assessed valuation, averages more than \$3,000 during the five years prior to application. For several years, the Department interpreted the word "equity" as appearing in the law as if it were synonymous with the word "ownership". However, a rather startling Attorney General's Opinion has been received to the effect that the word "equity" appearing in the Old Age Assistance Law is synonymous with "equity of redemption" and that persons whose real estate is not already subject to a mortgage and who consequently have ownership "in fee simple" are not eligible for Old Age Assistance. Since it is obviously not the intention of the Legislature to deprive persons with small homes not encumbered with mortgages of the benefits of Old Age Assistance, legislation is proposed which will substitute the word "ownership" for the word "equity" in section 4 of the Old Age Assistance Law.



SUBDIVISION OF SETTLEMENTS

The Subdivision of Settlements is engaged principally in investigating the settlements of patients admitted to the Tewksbury State Hospital and Infirmary, the various State sanatoria, the Massachusetts Hospital School, and the Infirmary Department of the State Farm. In addition, general supervision is given to the activities of the settlement agents attached to each of the District Offices of the Department.

The Settlement unit is also responsible for representing the Department in litigation between cities and towns and the Commonwealth in matters relating to support and legal settlement.

The following table is a summary of the work accomplished for the year ending June 30, 1949 in the examination and investigation of settlements of persons at the various State institutions. The figures indicate the exact work accomplished during the fiscal year. Consequently the figures appearing in each column are reported independently and can only be totalled vertically.

<u>Institutions</u>	<u>Examina- tions</u>	<u>Orders Issued</u>	<u>Settle- ments Found</u>	<u>No Settle- ment</u>	<u>Orders with- drawn</u>
Tewksbury State Hospital and Infirmary	1592	526	396	105	13
State Farm	3	5	3	2	0
Lakeville State Sanatorium	176	154	140	4	0
No. Reading State Sanatorium	106	86	81	8	0
Rutland State Sanatorium	226	84	57	15	0
Westfield State Sanatorium	114	103	96	3	0
Massachusetts Hospital School	<u>61</u>	<u>56</u>	<u>42</u>	<u>5</u>	<u>0</u>
 <u>TOTALS</u>	 2278	 1014	 815	 142	 13

Total cases pending June 30, 1949 - 130





ANNUAL REPORT OF THE SUBDIVISION OF SOCIAL SERVICE FROM

JULY 1, 1948 -- JUNE 30, 1949

The daily average census of patients at Tewksbury State Hospital and Infirmary for this year was 1911 compared with 1864 in 1948 and with 1028 in 1947. These fairly low population figures would hopefully suggest that the great numbers of transient men of pre-war days have found work, with unemployment compensation to help them through slack periods, and that local boards of public welfare now assist the unemployed and homeless men with general relief which gives them an opportunity to find work, whereas formerly they were sent to the institution to spend a rather demoralizing lazy winter, away from job possibilities. The shelter at Tewksbury for 600 men has not been opened since 1942 and it is hoped that it never will open again. There are a certain number of homeless men who continue to return frequently because of alcoholism and are not police problems but are sick from drinking. Until the Commonwealth provides a hospital and a treatment center for alcoholism the Infirmary will continue to treat them as sick persons needing medical care. A group of Alcoholics Anonymous was started with leaders from nearby cities, hoping it would be helpful to the men, but unfortunately the attendance waned and it disbanded. For any individual patient who would like assistance the former leaders are very glad to come when called. This decrease in the transient floating population gives the hospital more opportunity to develop hospital wards for the chronically ill and aged sick who are in great need of care and treatment and for whom the medical care resources are very few and expensive.

The application lists continue long and the demands from local boards of public welfare and hospitals for beds are constantly increasing. The discharges from the hospital wards are few and the vacancies usually come through deaths as patients with chronic diseases may live a long, long time. One bright cheerful, 54 year old woman patient with arthritis deformans has been in the Hospital thirty-two years, and there are many others who have been there long, long years. The future of Tewksbury State Hospital and Infirmary should be for the chronically ill and aged sick, the wards should be modernized and enlarged to have sun rooms and day space for these people, for whom it is and will be, their home for years. The treatment facilities should be increased, more physiotherapy and more occupational therapy are much needed. With the present good medical and nursing services and some new equipment the institution could well be a supplementary hospital to the proposed chronic disease hospital for study and research under the Department of Health. There is in this institution a rare quality of individual care and kindness given to the sick by the nursing service that one seldom finds in hospitals to-day.

The Sub-division of Social Service is continually faced with the problems of applications for admission of the chronically ill which can only be met by a slow moving waiting list. For so many years the general public has regarded Tewksbury as limitless in beds and as it has never considered the service which must be at every bedside, it is sometimes impatient with the new procedure of limiting admissions. But even more difficult to meet are the applications for admission of mentally and physically defective infants whose parents are emotionally upset and with other children in the family the home situations become tragic. So often all that can be offered is understanding and sympathy and the hope that at some near future date the child may be admitted. All parents are referred to the Department of Mental Health and to Wrentham State School as the 60 to 70 beds at Tewksbury will never accommodate an accumulating waiting list of 127 children under two years of age. Occasionally parents can afford to board the child in an expensive private home of which there are two or three. Only ten of these helpless little ones died this last year, which means only ten babies were admitted.





The Maternity Ward has been unusually full this year; the unmarried women come for several months before and after confinement. The social problems involved are many and need careful case work service to help the mother and the child to accept her situation and to reach the best solution. More frequently than formerly the baby is boarded with the Division of Child Guardianship due to the fact that the many mothers who are not domestic workers can not find suitable boarding homes where they may live with the babies, that their own homes are not available to them, that they want to board the baby to prevent embarrassment, and that many are mentally incapable of assuming responsibility for the care or support of a child. Some of these babies, with the mother's consent will be placed for adoption in carefully selected homes by the Division of Child Guardianship after the baby has been observed and studied by the physician, psychiatrist and foster mother. This disposition for the baby who has no future with his mother or with his mother's family gives the child a permanent home where he will be loved, will be secure, and will have that most important feeling of belonging to the family.

The alleged fathers of these children are located if possible, interviewed by the Department's Attorney before any court action is taken so that he may have the opportunity to acknowledge his responsibility and in a signed agreement promise support for the child. If he refuses and there is evidence beyond a reasonable doubt of his responsibility, a warrant is taken out in the District Court for his arrest (see the statistical table).

The long time service for some of these unhappy young people reveals strength and character in overcoming great handicaps as for example:

B was a young, attractive, woman with average intelligence, had a good home, but was wayward and stubborn, became promiscuous, was arrested, sent to the Reformatory for "women for lewd conduct. Later B had two illegitimate children, the second born at Tewksbury State Hospital and Infirmary. The paternity of the child was doubtful. The first child remained with her mother. She wanted to place the second baby for adoption as her family wanted her to come home to support the first child. She was unwilling to cooperate in any plan, finally agreed to go to the House of Good Shepherd. B soon became restless, upset, lazy and wanted to go to work; at this point she was seen by the psychiatrist and decided to remain at House of Good Shepherd, and the mother, hoping better to understand her daughter, also went to the psychiatrist who continued to see the girl in the convent over a period of a year. After two years in which she has been to visit her family and her children, she decided to remain in the convent and join the Order of Magdalenes.

This case involves skilled case work not only with the girl at the hospital and in the community but with the family who were hostile to Tewksbury, the local board of public welfare who paid for the child's board, with the Division of Child Guardianship who placed the baby, the public health nurse who had known her and her family for years, the lawyer, the psychiatrist, the Reformatory worker the physician and nurses at Tewksbury State Hospital and the nuns at House of Good Shepherd.

The Statistical Tables which follow give some idea of the numbers of people in distress served by Sub-division but they can not express the thought, the skill, the care, the kindness, the patience and the understanding service which goes to all who come to Tewksbury State Hospital.





PATIENTS ADMITTED TO TEWKSBURY STATE HOSPITAL AND INFIRMARY

JULY 1, 1948 - JUNE 30, 1949

TOTAL POPULATION - June 30, 1949 . . . . . 1826

Hospital

Men - - - - - 930  
 Women - - - - - 323  
 Boys under 15 - - - - - 69  
 Boys over 15 - - - - - 13  
 Girls under 15 - - - - - 59  
 Girls over 15 - - - - - 27

Total 1421

Mental Wards

Men - - - - - 126  
 Women - - - - - 279

Total 405

TOTAL NUMBER OF ADMISSIONS TO HOSPITAL WARDS . . . . . 1537

Men - - - - - 1196  
 Women - - - - - 196  
 Children - - - - - 40

Births - - - - - 113

TOTAL NUMBER OF DISCHARGES . . . . . 1555

Men - - - - - 1022  
 Women - - - - - 150  
 Children - - - - - 129

Deaths(24 insane) - - - - - 274

Age of Admissions of Women and Children

Under 1 yr. - - - - - 22  
 1 - 6 yrs. - - - - - 9  
 7 - 14 yrs. - - - - - 9  
 15 - 21 yrs. - - - - - 71  
 Over 21 yrs. - - - - - 125

Diseases of Women and Children on Admission

Under 1 yr. - - - - - meningocoele 5; hydrocephalus 3; myelomeningocoele 2; mongolian 12  
 1 - 6 yrs. - - - - - cancer 1; hydrocephalus 1; heart 1; miscellaneous diseases 6  
 7 - 14 yrs. - - - - - miscellaneous diseases 9  
 15 - 21 yrs. - - - - - pregnancy 61; miscellaneous diseases 10  
 Over 21 yrs. - - - - - pregnancy 46; cancer 14; heart 13; multiple sclerosis 4; arthritis 3; hypertension 3; miscellaneous diseases 42

Sources of Admissions of Women and Children

Boards of Public Welfare - - 127  
 City Institutions Dept.(Boston) 56  
 Lancaster Industrial School - 32  
 Youth Service Board - - - - 4  
 Belchertown State School - - 3  
 W. E. Fernald State School - 3

Div. of Child Guardianship - - - - - 3  
 Wrentham State School - - - - - 2  
 Canton State School - - - - - 2  
 Shirley Industrial School - - - - - 2  
 Lyman Industrial School - - - - - 1  
 Reformatory for Women - - - - - 1

Discharges - Women and Children

Relatives - - - - - 103  
 Girls Parole Div.(24 chn)-- 53  
 Div. of Child Guardianship - 42  
 Employment - - - - - 21  
 Settlement - - - - - 17  
 Mental Hospitals - - - - - 8  
 Absconded(left against advice) 7  
 Belchertown State School - - 7

W. E. Fernald State School - - - - - 6  
 Wrentham State School - - - - - 3  
 Probation Officer - - - - - 3  
 House of the Good Shepherd - - - - - 3  
 Lyman Industrial School - - - - - 2  
 Shirley Industrial School - - - - - 2  
 Rutland Corner House - - - - - 1  
 Monson State Hospital - - - - - 1



Age of Admissions of Men and Boys

15 - 20 yrs.	- 11
21 - 39 yrs.	- 123
40 - 60 yrs.	- 548
Over 60 yrs.	- 514

Diseases of Men and Boys on Admission

15 - 20 yrs.	- Miscellaneous diseases 11
21 - 39 yrs.	- Heart 13; alcoholism 12; no disease 6; T.B. 4; misc. 88
40 - 60 yrs.	- Alcoholism 99; heart 69; arter. 33; no disease 22; T. B. 10; cancer 10; misc. 305.
Over 60 yrs.	- Arter. 161; heart 76; alcoholism 23; cancer 16; no disease 11; senility 11; T.B. 7; misc. 209

Places of Admissions of Men and Boys

Boards of Public Welfare	- 499
City Institutions Dept. (Boston)	- 685
Shirley Industrial School	- 6
Rutland State Sanitarium	- 2
Grafton State Hospital	- 1
Youth Service Board	- 1
Westfield State Sanitarium	- 1
Div. of Child Guardianship	- 1

Discharges - Men and Boys

Absconded (left against advice)	- 370	Rutland State Sanitarium	- 17
Without investigation	- 158	Court	- 14
Relatives	- 60	Shirley Industrial School	- 6
Employment	- 256	Bridgewater State Farm	- 4
Old Age Assistance	- 35	Veterans Hospital	- 13
Settlement	- 34	Salvation Army	- 1
Mental Hospitals	- 29	Board of Health	- 1
Out of State	- 23	Deported	- 1

SERVICES TO MENTewksbury State Hospital and Infirmary

Patients Receiving Social Service Care	- 886
First Interviews	- 573
Conferences With Patients	- 4189
" " Relatives	- 503
" " Hospital Staff	- 3060

Direct-Service Applications for Advice and Assistance at State House - 960

Short Services - 830

Case Work Interviews - 1466

Office - 577

City Institutions Department - 869

Referred to Other State Divisions - 52

" " Boards of Public Welfare - 169

" " Private Agencies - 154

" " Relatives - 32

" " Hospitals - 29

" " Employment - 71

" " Other States - 2

Services to and for Persons in Community

Visited in Home - 201

Visited at Office - 432

Referred to Hospital - 19

Investigations in Community - 341

Assisted to Employment - 74





# SERVICES TO WOMEN

## Tewksbury State Hospital and Infirmary

Cases receiving Social Service Care . . . . .	236
Case Work Interviews . . . . .	2466
" With Patients . . . . .	946
" Relatives . . . . .	440
" Hospital Staff . . . . .	830
" Other Social Agencies . . . . .	250
Direct-Service Applications for Advice and Assistance at State House . . . . .	522
Short Services . . . . .	440
Office Interviews . . . . .	800
Outside Interviews . . . . .	550
Cases Under Supervision in Community	
Visited in Home . . . . .	300
" at Work . . . . .	190
" Elsewhere . . . . .	600
" at Office . . . . .	750
Visits to Hospitals . . . . .	105
Interviews with Other Social Agencies . . . . .	265
Other Services (Shopping, etc.) . . . . .	350
Legal Work of the Attorney and Social Worker	
Case Work Interviews . . . . .	132
" With Putative Fathers . . . . .	34
" Attorneys . . . . .	32
" Others . . . . .	22
Agreements without Court Action . . . . .	13
Marriages . . . . .	6
Adjudications . . . . .	6
Orders for Support . . . . .	4
Money Settlements . . . . .	2

## TRANSPORTATION FOR OUT OF STATE APPLICANTS

Number of Applications . . . . .	28
Transportation Given . . . . .	25
Transportation Not Given . . . . .	3

### Referred By:

Travelers Aid Society . . . . .	24
Municipal Court Probation Service . . . . .	4

## TRUSTEE ACCOUNTS

Money collected for support of children born out of wedlock at Tewksbury State Hospital . . . . .	\$557.93
Money paid out for support of children . . . . .	1361.97
Bank Accounts for children .. Total 61 . . . . .	bal. 6/30/49 6938.46

Savings Accounts of former Tewksbury patients Total 52 bal. 6/30/49 \$9718.29



SUBDIVISION OF APPEALS

The Subdivision of Appeals is responsible for conducting fair hearings, as required by State and Federal law, in the programs of Old Age Assistance and Aid to Dependent Children. During the year, a total of 1884 appeals were filed by recipients of both programs - 212 from ADC cases and 1672 from OAA cases. Approximately 30% of the appeal decisions rendered were approvals, that is, cases decided in favor of the appellant. This approval figure is approximately the same as in previous years.

The year marked the retirement of Louis R. Lipp, Supervisor of Appeals since the formation of the Subdivision in 1939. Mr. Lipp completed fifty years of service with the Department prior to his retirement and was the oldest employee in point of service. Edmund H. Kelleher, an Appeal Referee, has been appointed Acting Supervisor of the Division.

The following are the statistics relative to appeals during the year ending June 30, 1949. It is noteworthy that on both programs more than one-third of the appeals filed were withdrawn. This is due to the effort made by the Department in recent years to require Boards of Public Welfare to reconsider and adjust cases on which an appeal is filed during the period while the appeal is pending. The Department reassures itself in each case of an appeal withdrawn that the recipient is satisfied with the action taken and that he receives the full benefits to which the law entitles him. However, the provisions relative to reconsideration and adjustment by local agencies dispense with the need for fair hearings in many cases and, generally, simplify the process for the appellant, local agency, and the Department.

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OLD AGE ASSISTANCE APPEALS

CHAPTER 118A, Sec.3

NUMBER OF APPEALS PENDING JUNE 30, 1948	177
NUMBER OF APPEALS RECEIVED DURING ABOVE PERIOD	1,672

APPEALS ACTED UPON:

DENIED	539
APPROVED	236
Withdrawn	759
Failure to appear at scheduled hearings	67
Closed for various reasons	54
Died	16

REASONS FOR DENIALS BY SUBDIVISION OF APPEALS:

Present allotment meets budget of need	269
Sufficient resources	63
Excessive resources	26
Unsatisfactory explanation of the disposition of funds	63
Transfer of property (real and personal)	35
Lack of proof of essentials (age, citizenship and residence)	26
Wife's assets	2
Not deserving	11
Excessive insurance	3
Not in need	12
Ownership of property upon which not residing	6
Medical	12
Other	11

<u>TOTAL</u>	539
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OLD AGE ASSISTANCE ANNUAL REPORT JULY 1, 1948 to JUNE 30, 1949 Continued

NUMBER OF APPEALS RECEIVED BY DISTRICTS: TOTAL 1,672

District #1	132	District #4	267
District #2	125	District #5	144
District #3	176	District #6	116
	District #7	712	

NUMBER OF HEARINGS HELD: 1,419

NUMBER OF APPEALS PENDING JUNE 30, 1949: 204

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AID TO DEPENDENT CHILDREN CHAP. 118, Sec. 8

NUMBER OF APPEALS PENDING JUNE 30, 1948	37
NUMBER OF APPEALS RECEIVED DURING ABOVE PERIOD	212

APPEALS ACTED UPON:

DENIED	70
APPROVED	57
Withdrawn	74
Failure to appear	8
Closed for various reasons	11

REASONS FOR DENIALS BY SUBDIVISION OF APPEALS:

Present allotment meets budget of need	25
Sufficient resources	15
Excess funds	4
Unsatisfactory explanation of expenditure of funds	3
Fitness	12
Duration of need not to exist more than three months	3
Lack of proof of residence	1
Incapacity or inability of husband to work	2
Medical	1
Other	4
TOTAL	70

NUMBER OF APPEAL HEARINGS HELD DURING PERIOD 176

NUMBER OF APPEALS PENDING JUNE 30, 1949 26



A N N U A L R E P O R T

FOR THE YEAR ENDING JUNE 30, 1949

BUREAU OF RESEARCH AND STATISTICS

INSPECTION OF LOCAL INFIRMARIES

INSPECTION OF PUBLIC LODGING HOUSES

RECOMMENDATIONS FOR LEGISLATION





BUREAU OF RESEARCH AND STATISTICS

The Bureau of Research and Statistics is responsible for collecting, compiling, analyzing, and publishing statistics relative to the various public assistance and child care programs which are administered or supervised by the Department. The Bureau also prepares for the Federal Security Agency various reports required in connection with the administration of Titles I and IV of the Social Security Act (Title I - "Grants to States for Old Age Assistance", and Title IV - "Grants for Aid to Dependent Children".) In addition, the Bureau is frequently called upon for special reports or tabulations which usually describe some particular phase of the welfare program in more detail than can be obtained from the regularly published reports of the Bureau. Such organizations as chambers of commerce, taxpayers' associations, private welfare agencies, and universities frequently ask for data which the Bureau has available, and such requests are willingly received. Examples of some of the special studies and activities entered into during the past year follow:

A census of residents in licensed boarding homes for the aged.

Study and tabulation relative to local infirmaries and residents of such infirmaries.

A study of the concurrent receipt of Old Age Assistance and Old Age and Survivors' Insurance. (Requested by the Federal Security Agency.)

A study of the number of persons in receipt of General Relief otherwise eligible for Old Age Assistance except for the citizenship requirement. On the basis of this material, the Bureau was able to provide a fairly accurate picture of the potential number of transfers which would occur between the two programs if citizenship requirements were removed from the Old Age Assistance law.

A study to inquire into the effect of a proposal by the recodification commission, under which formation of welfare districts by small towns would become mandatory. The bureau made an analysis of possible groupings and differences in the cost of administering such welfare districts based upon a standard staff, and computed the estimated increase in expenditures by Federal, State, and local governments which could be anticipated if the law was enacted.

A study of alternate methods of grouping the cities and towns into new State welfare districts, conforming to District Court areas, which might be more practical to administer with the completion of the decentralization of the Division of Child Guardianship. The factors considered were case loads of the cities and towns, the accessibility of the proposed District Office locations, and the residence of the field staff with a view to economizing on travel expenditures.

A study of the Department's payroll system was made with a view to possible simplification or realigning of duties connected with payroll processing.

An inquiry into the functions of the Dependent Intake Section of the Division of Child Guardianship was undertaken to enable supervisors to improve this service.

An inquiry into alternative methods of providing clothing for children under care in the Division of Child Guardianship was undertaken.



An inquiry into the administrative problems in decentralizing the Licensing of Infant Boarding Homes unit was made.

In addition, numerous reports were prepared in connection with various bills filed before the Legislature, in which analysis was made showing the anticipated expenditures, effect on case load, and other important factors.

STATISTICAL DATA FOR THE FISCAL YEAR ENDING JUNE 30, 1949

The number of cases receiving assistance in each of the three categories continued to rise this year, following the trend which began in August 1945. Expenditures also increased due in part to increasing case loads but mainly to increased living costs which made necessary upward revisions in budgets.

The following tables show monthly data on each of the categories:

TABLE I

OLD AGE ASSISTANCE

July 1948--June 1949

<u>Month</u>	<u>Number of Cases</u>	<u>Amount Expended</u>	<u>Ave. per Recipient</u>
1948			
July	88 887	\$ 4 898 442	\$55.15
August	89 169	4 883 718	54.77
September	89 365	4 926 906	55.13
October	89 949	5 280 342	58.70
November	90 497	5 482 799	60.59
December	91 156	5 603 044	61.47
1949			
January	91 381	5 568 125	60.93
February	91 914	5 577 770	60.58
March	92 267	5 609 306	60.79
April	92 626	5 657 302	61.08
May	92 984	5 709 134	61.40
June	93 230	5 696 494	61.10
Total		\$64 893 382	
Monthly average	91 118		\$59.35





TABLE II

AID TO DEPENDENT CHILDREN

July 1948--June 1949

<u>Month</u>	<u>No. of families</u>	<u>No. of children</u>	<u>Amount expended</u>	<u>Ave. per family</u>	<u>Ave. per child</u>
1948					
July	10 278	25 385	\$ 1 048 971	\$102.78	\$ 41.32
August	10 258	25 322	1 040 747	101.46	41.10
September	10 332	25 384	1 050 559	101.68	41.39
October	10 463	25 511	1 136 344	108.61	44.54
November	10 588	25 866	1 180 358	111.48	45.63
December	10 720	26 167	1 233 796	115.09	47.15
1949					
January	10 813	26 364	1 249 938	115.60	47.41
February	11 026	26 834	1 253 694	113.70	46.72
March	11 221	27 368	1 277 792	113.88	46.69
April	11 433	27 835	1 306 339	114.26	46.93
May	11 613	28 275	1 309 947	112.80	46.33
June	11 790	28 754	1 330 111	112.82	46.26
Total			\$14 418 596		
Mo. Ave.	10 878	26 588		\$110.46	\$ 45.19

TABLE III

GENERAL RELIEF

July 1948--June 1949

<u>Month</u>	<u>No. of families</u>	<u>No. of single residents</u>	<u>Number of cases</u>	<u>Amount expended</u>	<u>Ave. per family</u>	<u>Ave. per single resident</u>	<u>Ave. per case</u>
1948							
July	5 831	10 446	16 277	\$ 721 049	\$59.94	\$35.57	\$44.30
Aug.	5 740	10 418	16 153	712 764	59.79	35.47	44.11
Sep.	5 833	10 347	15 180	708 219	59.79	34.74	43.77
Oct.	5 737	10 613	16 350	702 950	63.23	32.06	42.99
Nov.	5 888	10 748	16 636	804 046	70.52	36.13	48.33
Dec.	6 682	11 215	17 897	958 899	73.75	41.56	53.58
1949							
Jan.	7 383	11 624	19 007	942 402	67.41	33.26	49.58
Feb.	7 894	12 107	20 001	980 627	63.42	36.38	49.03
Mar.	8 460	12 710	21 170	1 145 743	75.82	39.63	54.12
Apr.	8 338	12 664	21 002	1 071 214	69.25	38.99	51.01
May	7 931	12 734	20 665	998 717	65.76	37.48	48.33
June	8 623	11 739	20 362	999 636	64.60	37.70	49.09
Total				\$10 746 266			
Mo. Ave	7 028	11 447	18 475		\$66.95	\$37.12	\$48.47



## INSPECTION OF LOCAL INFIRMARIES

This report covers the period from January 1, 1949 to June 30, 1949. In the past the inspection of local infirmaries has been reported on a calendar year basis. As the result of this transitional six-months report, it will be possible hereafter for this activity to be chronicled as are the other reports of the Department on the fiscal year basis.

Sections 7 and 22 of Chapter 121 of the General Laws provide that the Department shall inspect annually all local infirmaries and report the findings with recommendations to the local Board of Public Welfare. In accordance with this law, 38 local infirmaries out of a total of 75 in the Commonwealth have been inspected in the six-months period covered by this report. The institutions visited had an approximate population of 1633 persons. Inspections were made by a staff of two workers who are registered nurses and who have had several years' experience in the Department in the work of licensing boarding and nursing homes for the aged.

The inspection visit is carefully planned, first by an appointment with the chairman or agent of the local Board of Public Welfare, and then a visit to the infirmary with a conference with the superintendent or matron. The inspection material is gathered on a schedule form supplemented by a narrative report of the inspector's observations, impressions, improvements in the past year, and recommendations. A summary of findings and recommendations is then sent to the chairman and agent of the local Board of Public Welfare. The recommendations may or may not be accepted and acted upon by the local Board of Public Welfare as the Department has no authority under the law to enforce its recommendations.

There are certain needs which are constantly brought to the Department's attention as the result of these annual inspections. Among the more important of these needs are:

Additional public safety and fire prevention inspection.

Additional trained personnel in those infirmaries which accept the chronically ill and aged sick patients.

Improvement in the food standards--more plentiful, better balanced and more nutritious meals.

Plant improvements--the buildings, in general, old; need many repairs and modern equipment.

Planned occupation for the residents and improved recreational facilities.

Community interest to support appropriations for alterations and improvements.

More adequate medical care.

Development of infirmaries to serve a region of towns.

The inspections also point to the advisability of discontinuing the operation of some of the infirmaries in the smaller communities. Thirty years ago, there were





a hundred more infirmaries operating in the State than are in existence at this time and yet there are still some small communities which could well discontinue the service.

It is hoped that this continuing service of inspection and visitation may be helpful and valuable to the local authorities as they consider the care of the dependent persons who may need shelter and nursing care in their communities. A local infirmary well equipped and well managed is sure to be a very useful resource in meeting the increasing demands for care of the chronically ill and aged, as exemplified by the infirmaries in Cambridge and Chicopee.



ANNUAL REPORT OF THE INSPECTION OF THE PUBLIC  
LODGING HOUSES FOR 1947

A public lodging house is defined by law and the responsibility of the Department to inspect all such public lodgings is as follows:

Chapter 121, Section 1. ...."Public lodging house", every building not licensed as an inn, having a capacity for housing ten or more persons, where persons are lodged without charge or at the rate of fifty cents or less for a day of twenty-four hours, or in return for any work, service or value rendered. "Wayfarers' lodge", every building, lodge, enclosure or establishment whether under public or private management, where wayfarers, tramps, wanderers, needy persons or persons out of work are habitually fed or provided with a place to sleep.

Section 7. .....It (The Department) shall visit and inspect, at least once a year, every wayfarers' lodge and every public lodging house in the commonwealth, and for this purpose may enter upon any premises where such lodge or lodging house is maintained at any time of the day or night.....

Section 20. Wayfarers' lodges or public lodging houses. It may consult with and advise individuals or officers conducting any wayfarers' lodge or public lodging regarding the conduct of the same and the best methods of serving the public welfare thereby, and may transmit a statement of its findings as a result of its inspection or consultation to any person, officer or board properly interested therein.

An inspection visit was made to each of the nineteen public lodging houses in the Commonwealth, and for each institution a detailed report was compiled. A letter of recommendations and comment was sent to the superintendent or board of each institution. In the city of Boston, there are twelve public lodging houses--ten for men and two for women. These provide a total of 802 beds for men and 106 for women. The Wayfarers' Lodge, the Temporary Home for Women, the Union Rescue Mission, the Merrimac Mission, and the Rutland Corner House for Women and Girls provide free shelter. The remaining fourteen facilities charge small fees ranging from 20¢ to 50¢ a night.

Some of the shelters, including the Wayfarers' Lodge, do not admit men before evening and require that they leave early in the morning. The lodging houses of the Salvation Army, the Seaman's Friend Society, and Boston Port and Seamen, however, accept not only overnight transients, but supply rooms by the week, provide sitting rooms, recreation, and a congenial atmosphere. Boston could use a much larger municipal lodging house of modern construction and equipment, with a cafeteria, which would provide facilities not only for overnight transients and wayfarers but for men who need low cost shelter and meals during short periods of unemployment.

There are seven public lodging houses in other parts of the State. (There are two in Worcester and two in Springfield, and one in each of the following cities: Brockton, Fall River, and New Bedford.) These lodging houses all vary in their services, and the better ones are useful resources in industrial cities where men can come and go in search of work. The following is a list of the lodges inspected.

WAYFARERS' LODGE, Boston - Capacity 147 men. Operated by the Overseers of Public Welfare; provides shelter and meal tickets for breakfast.

TEMPORARY HOME FOR WOMEN, Boston - Capacity 88 women. Operated by the Overseers of Public Welfare; provides shelter and three meals a day at specified hours. Has some facilities for housing children.





RUFUS B. DAWES HOTEL, Boston - Capacity 300 men. Shelter rate, 20¢ per night. No meals served.

BOSTON INDUSTRIAL HOME, Boston - Capacity 100 men. Shelter rate, 25¢ per night. No meals served.

SALVATION ARMY SOCIAL SERVICE, Boston - Capacity 140 men. Many of the men are permanent residents and are employed as maintenance workers. The rate for transients is 40¢ for lodging and 25¢ for breakfast.

BOSTON SEAFARER'S FRIEND SOCIETY, Boston - Capacity 41 men. Shelter rates are variable. Meals available in the cafeteria.

BOSTON PORT AND SEAFARER, Boston - Capacity 50 men. Shelter rate, 35¢ a night. Meals available in the cafeteria.

THE MORGAN MEMORIAL FRED SEAVEY SETTLEMENT, Boston - Capacity 44 men. Shelter rate, 40¢ a night. No meals served. Closed during the summer months.

UNION RESCUE MISSION, Boston - Capacity 10 men. There is no charge for shelter. Food is served in the cafeteria at regular hours.

MERRIMAC MISSION, Boston - Capacity 8 men. There is no charge for shelter. No regular schedule of meals is maintained; however, when meals are served, there is no charge.

GUILD OF ST. JOHN OF GOD, Boston - This is a new mission and is not yet completely organized. Its capacity has not yet been determined. Free lunches are served daily.

RUTLAND CORNER HOUSE FOR WOMEN AND GIRLS, Boston - Capacity 18 women. Provides shelter and three meals a day at no charge, except that employed residents are expected to pay.

SALVATION ARMY, Brockton - Capacity 33 men. Transient rate, 50¢ a night. Food is available in the cafeteria.

SALVATION ARMY, Fall River - Available for occupancy only in time of disaster or fire, at which time the capacity could be made to be 40.

SALVATION ARMY SOCIAL SERVICE CENTER, Worcester - Capacity 93 persons. Shelter rate, 50¢ a night. Meals are available.

SALVATION ARMY SOCIAL SERVICE CENTER, Springfield - Capacity 124 persons. The rate is variable.

MEN'S MISSION, New Bedford - Capacity 20 men. Rate is 25¢ a night.

BETHEL HELP ASSOCIATION, Worcester - Capacity 64 men. Shelter rate, 50¢ a night. No meals are served on the premises.

CUMMINGS MEMORIAL, Springfield - Capacity 130 persons. Shelter rate is variable. Meals available.

## CONCLUSION

The inspections point to the need for more supervision of public lodging houses. The correction of existing conditions does not fall within the authority or jurisdiction of this Department or any other department. The major problems relate to safety



and cleanliness, and, in order to combat these conditions, periodic inspections by the local building, fire, and health departments should be mandatory and their recommendations should be enforceable by law. From the social aspect of the problem, the community should be made more aware of the needs of this segment of the population. Many of the inhabitants of these shelters require medical care, but few, if any, receive it. With the cooperation and the supervision of the local health department, some method of providing the necessary care could be worked out. Work shops appear to be meeting the needs of some of these men but provide for far too few. A recent survey conducted by the Research Bureau of the Greater Boston Community Council indicated:

- (1) A definite lack of facilities.
- (2) The need for a centralized registration unit.
- (3) Expansion of the public participation in providing these facilities.

Conditions at the present time are no better than at the time the survey was conducted. Our inspections indicate that now more than ever the community must assume some responsibility for a solution of this pressing problem. It must be determined whether providing facilities for homeless men is the responsibility of private organizations or the responsibility of the public.





RECOMMENDATIONS FOR LEGISLATION

The following recommendations for legislation, together with drafts of bills embodying the legislation recommended, were filed with the Secretary of State on December 1st in accordance with the provisions of Section 33 of Chapter 30 of the General Laws. These drafts were submitted to the Counsel for the House as required by law.

1. AN ACT RELATIVE TO THE OWNERSHIP OF REAL ESTATE BY APPLICANTS FOR OLD AGE ASSISTANCE.

This proposed legislation clarifies the provision of the Old Age Assistance law which relates to the ownership of real estate. In an opinion of the Attorney General, dated June 24, 1947, the word "equity" as appearing in the present law was construed as being synonymous with "equity of redemption". As a result, a question arises as to the eligibility for Old Age Assistance of persons who own real estate in fee simple and not subject to a mortgage.

2. AN ACT RELATIVE TO CONSENT TO THE ADOPTION OF CHILDREN IN CERTAIN CASES.

This legislation provides for a proceeding in the Probate Court independent of a petition for adoption for purposes of determining whether the consent of the persons named in the proceedings shall be required, and further provides that in cases where it is determined that such consent is not required, notice to such person may be waived in the event of a subsequent petition for adoption. The legislation is designed to eliminate the present situation under which persons, whose consent is not required under the present law, are given notice of the adoption proceedings, thus learning the identity of the adoptive parents.



THE COMMONWEALTH OF MASSACHUSETTS

In the Year One Thousand Nine Hundred and Fifty

AN ACT REQUIRING THE APPROVAL OF THE DEPARTMENT OF PUBLIC WELFARE IN CONNECTION WITH CERTAIN PROCEEDINGS ON BONDS AND MORTGAGES GIVEN TO SECURE OLD AGE ASSISTANCE, AND MAKING CERTAIN PERSONS ELIGIBLE FOR SUCH ASSISTANCE NOTWITHSTANDING THEIR OWNERSHIP OF REAL ESTATE UPON WHICH THEY DO NOT RESIDE.

Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows:

SECTION 1. Section four of chapter one hundred and eighteen A of the General Laws, as most recently amended by chapter five hundred and twelve of the acts of nineteen hundred and forty-three, is hereby further amended by substituting for the word "equity" wherever it appears in said section, the word "interest", so that the entire section shall read as follows:--Section 4. The ownership by an applicant of an interest in vacant land from which no income is derived, or the ownership of an interest in real estate by an applicant who resides thereon or who, in the opinion of the board, is residing elsewhere than on such real estate because of physical or mental incapacity, shall not disqualify him from receiving assistance under this chapter; provided, that if such interest, computed on the basis of assessed valuation, exceeds an average of three thousand dollars during the five years immediately preceding his application, the board of public welfare of the town rendering such assistance, or the bureau of old age assistance established by such board, shall, through the appropriate town official, require such applicant to execute a bond in a penal sum equal to the amount of the interest in excess of three thousand dollars, running to the treasurer of the town, conditioned on repayment to such town of all amounts of such assistance, without interest, such bond to be secured by mortgage of the applicant's real estate. Proceedings to realize upon any such bond or mortgage shall be brought only with the written approval of the department, which shall be granted upon application, except in any case where such a proceeding would, in the opinion of the department, result in undue hardship or would be inconsistent with the purposes of this chapter. Every such bond and mortgage shall be forthwith entered for record in the proper registry of deeds or registry district of the land court, as the case may be, and the register of deeds or assistant recorder of the land court shall thereupon record or register such bond and mortgage without fee. The proceeds realized by the town from any such bond and mortgage shall be apportioned among the federal government, the commonwealth, and the town furnishing the assistance in proportion to the amount of their respective contributions, but in no case for more than the amount contributed, without interest.





THE COMMONWEALTH OF MASSACHUSETTS

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In The Year One Thousand Nine Hundred and Fifty

AN ACT RELATIVE TO CONSENT TO THE ADOPTION OF CHILDREN IN CERTAIN CASES.

Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows:

SECTION 1. Chapter 210 of the General Laws is hereby amended by inserting after section 3 the following section:--SECTION 3A. The department of public welfare or an incorporated charitable agency principally engaged in child placing may commence a proceeding, independent of a petition for adoption, in the probate court of Suffolk county in the case of the department or of the county in which its office is maintained in the case of an incorporated charitable agency, to establish whether or not the consent of any person named in the previous two sections shall be required to any subsequent petition for adoption of a child in the care or custody of such department or incorporated charitable agency, notice of such proceeding to be given to such person in such form as shall be prescribed by court. If the court finds that such consent is not required, notice to such person under the following section shall not be required on any petition for adoption of such child subsequently sponsored by the department or said incorporated charitable agency, nor shall the consent of such person to such petition be required.

SECTION 2. Section 4 of chapter 210 of the General Laws is hereby amended by striking out section 4 and inserting in place thereof the following section:--SECTION 4. If the written consent required by sections two and three is not submitted to the court with the petition, the court shall, except in cases where a proceeding under section three A has determined that such consent and notice is not required, order notice by personal service upon the parties of an order of notice, in such form as shall be prescribed under section thirty of chapter two hundred and fifteen, or, if the parties are not found within this commonwealth, by publication of said order of notice once in each of three successive weeks in such newspaper as the court orders, the last publication to be seven days at least before the time appointed for the hearing, and the court may require additional notice and consent. But if such child is of unknown parentage and is a foundling, publication as herein set forth shall not be required; and notice of the petition shall be given to the department of public welfare.



PART II

PRIVATE CHARITABLE CORPORATIONS

Annual Report for the Year Ending June 30, 1949





PART II

PRIVATE CHARITABLE CORPORATIONS

Patrick A. Tompkins, Commissioner

Supervisors

Miss Florence G. Dickson

Mrs. Muriel A. Leary

Miss Mary C. Robinson

Government supervision of Massachusetts charitable corporations is specifically provided in three legislative enactments, the first of which requires the Department of Public Welfare to investigate applications for charitable charters, while the second and third call for annual inspection and annual reporting. In the following pages of this part of the report the functions of the Department are explained and the extent of the year's work with relation to these several statutes is shown.

INVESTIGATION OF CHARITABLE ORGANIZATIONS SEEKING INCORPORATION

General Laws (Ter. Ed.), Chapter 180, section 6, as amended, provides that the Department shall investigate, give a public hearing, and report its findings to the Commissioner of Corporations and Taxation, in the case of societies presenting a charitable purpose in their application for a certificate of incorporation.

During the year ending June 30, 1949, 17 applications for charters have been referred to the Department under the provisions of this statute. The Department has completed its investigation, given hearings and reported on 30 applications, including 13 received prior to the beginning of the year.



Favorable action has been taken on 14 applications for incorporation and Taxation on 14 applications, as listed below. All these have been approved and charters issued.

Arabkir Union of New England, Inc.  
Beverly Hospital Research Foundation  
Camp des Alpes-Maritimes, Incorporated  
Children's Foundation, Inc., The  
Children's Medical Center, Inc., The  
Deed Club, Inc.  
Franciscan Monastery of St. Clare, Lowell, Mass., The  
Lowell Girls Club  
Lowell United Jewish Appeal, Inc.  
National Shoe Foundation for Disabled A. I. Inc.  
Ruth F. and Alfred E. Gutman Fund, Inc., The  
Sadie S. and Nathan H. Friedman Fund, Inc., The  
Saint Paul's Institution Inc.  
Tobey Old Ladies Home, Inc.

Four additional petitions have been acted upon by the Commissioner of Corporations and Taxation, and charters denied. These are:

Cantabrigian Youth Foundation, Inc.  
Church of Personal Experience, Inc.  
Eureka Alpha Grand Lodge of A.F. & A.M. Scottish Rite  
Colored Masons of Massachusetts, Inc.  
Grand Lodge of Massachusetts Camp Inc., Independent Order  
Sons of Italy

#### SUPERVISION OF MASSACHUSETTS CHARITABLE CORPORATIONS

General Laws (Ter. Ed.), Chapter 121, section 7, requires the Department of Public Welfare, upon the request or with the consent of a charitable corporation, to make annual inspection or investigation of such corporation.

During the past year supervision of incorporated charities has been continued through visits and conferences by the supervisors. There have been 71 inspections involving many consultations and visits to institutions.





There have been 660 inquiries regarding particular charities and general matters pertaining to the field of private charity.

#### ANNUAL REPORTS OF CHARITABLE CORPORATIONS

General Laws (Ter. Ed.), Chapter 180, section 12, as amended, provides that a charitable corporation incorporated within this Commonwealth must make to the Department an annual financial return, on or before the first day of June in each year.

Chapter 354 (Section 2) of the Acts of 1948 amends this law, providing that the Department must now report all corporations that have failed to file a report for two successive years, to the Attorney General, for recommendation for dissolution by the court of proper authority.

Reports filed by charitable corporations become public records and are available at the office of the Bureau of Incorporated Charities for consultation by any interested person.

#### NUMBER AND CLASSIFICATION OF MASSACHUSETTS CHARITABLE CORPORATIONS

Of the 1,510 charitable corporations which made returns to the Department during 1949, 124 are homes for the aged; 146 are hospitals, sanatoria and other institutions for the sick; 149 are nursing societies and other health agencies; 262 are agencies giving family service and relief; 124 are child-serving agencies; 215 are youth agencies; 91 are settlements and neighborhood centres; and 173 are federations, foundations, and community chests. The remaining 226 form a miscellaneous group chiefly eleemosynary in their nature.



## CORPORATIONS DISSOLVED

In 1949, ten corporations that had been reporting to the Department were dissolved by Decree of the Supreme Court. The list follows:

Cardinal Gibbons Club  
Dartmouth Defense and Health Corporation  
Fathers and Mothers Club, The  
Hebrew Ladies Helping Hand Society of Taunton, The  
Ingleside Corporation, The  
Liberal Arts, Incorporated  
New Bedford Family Welfare Society  
Ring Sanatorium and Hospital School for  
Nurses, Incorporated  
Warren Committee, Inc.  
Worcester District Community Center for Aiding  
Transfusions, Inc.

## FOREIGN CHARITABLE CORPORATIONS

A foreign corporation is defined as one organized or chartered under laws other than those of Massachusetts, for a purpose for which domestic corporations can be organized under Chapter 180 of the General Laws. General Laws (Ter. Ed.), Chapter 180, section 12A, as amended, requires a foreign charitable corporation before engaging in charitable work or raising funds within the Commonwealth to file with the Department (1) a certified copy of its charter or certificate of incorporation, (2) a true copy of its constitution and by-laws, and (3) an annual report on or before June first. Thirty-nine (39) corporations organized outside Massachusetts were registered with the Department under the provisions of this statute during the year, and filed reports.





## CHARITABLE TRUSTS

General Laws (Ter. Ed.), Chapter 68, section 15, as amended, provides that all trustees who hold and administer property within the Commonwealth for charitable purposes shall make an annual report to the Department on or before June first. Three hundred ninety-seven (397) reports were filed under the provisions of this law during the year.

## NO ENDORSEMENT OF PRIVATE CHARITABLE ORGANIZATIONS

The Department of Public Welfare endorses no private charitable organization or agency. This rule is absolute. Inspection of the corporation does not necessarily mean approval; on the contrary, inspection may mean the discovery of conditions calling for condemnation. No agency is warranted, therefore, in using the fact of inspection in such manner as to lead the public to believe that the Department approves or in any sense commends its work. Furthermore, listing of an agency in the Department files does not constitute accrediting.



PART III

DIVISION OF CHILD GUARDIANSHIP

Annual Report for the Year Ending June 30, 1949





## DIVISION OF CHILD GUARDIANSHIP

Marion F. Joyce, Director

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### Decentrali- zation

The past year has seen the virtual completion of the decentralization, as planned, of the child-placing work of the Division. At the opening of the year all five branch offices were functioning, but what was left of the original office covering the state had not been shaped up as the Greater Boston district office and the state office. In part, this was due to the need of key positions in the district office - requests for three head social workers having been denied in the budget acted upon by the Legislature in the Spring of 1948. After the new year began, the use of Child Welfare Services funds to set up these positions temporarily was arranged, but it was December 1st before it was possible to make appointments. Gradually the Greater Boston district office, by far the largest of six (handling 45% of the agency's intake and 33% of its placements) took shape; leaving of the child-placing work only that with mentally defective children and that of placing for adoption undecentralized and under the immediate supervision of the Assistant Director. Not only was the staff in each of these groups too few to be scattered among the district offices, but it was felt that they should not be decentralized because of the importance of developing expertness which could be better achieved by the close working together of the staff within each group around sharing experience in their specialized functions.

The Division's Nursery in Joy Street for the reception care of infants was eliminated as of the last day of the year. Since it had originally served the undecentralized agency, whereas the Greater Boston district had only 45% of the total intake, and since there had been for several years no use of the Nursery for overnight care, it was decided that maintaining the plant was unnecessary. Thus, the reception suite in the State House was re-arranged to set aside room for the reception care of infants, and the matrons were put on a straight salary basis without maintenance.

At the year's end, plans were underway for the decentralization also of the Division's work in licensing private boarding homes for children.

### Personnel

All requests for additional personnel to be appointed during the past year were denied by legislative action on the budget requests. Thus, the needs of the Division are far from being met if caseloads are to be reduced to where more adequate service to the children is available. However, in addition to the three head social workers already mentioned as needed to complete the decentralization of child-placing, two additional social workers to carry through the plans for



expanding work in adoption placing were temporarily secured through Child Welfare Services funds, as anticipated. (cf. last Annual Report.)

The twenty provisional social workers reported on a year ago took, during the past year, the Civil Service examination. By the time certifications from it were made, there were thirty-three appointments to be made to cover vacancies or jobs filled only provisionally. The time and care originally expended in the selection of the provisional appointees seemed to have been well spent when it was found that all had passed the examination and only two were not high enough on the list to be appointed.

One staff member, an assistant district supervisor, was on full-time educational leave this past year, working to complete requirements for a Master's degree in social work.

#### In-Service Training Program

Two years ago was reported the important fact of the establishment of the position of Child Welfare Training Supervisor (through the use of Federal funds). Thanks to this, there has been a substantial development of the training program in the Division of Child Guardianship, including the orientation of new staff members, strengthening contributions of the supervisory staff, building up learning attitudes in the staff and some direct work with the casework personnel.

The orientation of new staff members has been a major responsibility of the Training Supervisor. There have been variations in the plans, based upon the prior training and experience of individuals. Thus, they have had from two days to two weeks in the central office with the Training Supervisor, followed by several months on their first assignments in which extra supervisory time was given them by their immediate supervisors. Supervisors and assistant supervisors have had seminars lead by the Training Supervisor for eight to ten two-hour sessions. These have been focussed chiefly on content and methods of supervision; and have also included basic work on casework philosophy and methods, with particular reference to the specifics in foster home care. There was also planned use of the Child Welfare League of America case record exhibit; planned attendance at professional conferences; the building-up and increased use of library facilities - partly, to be sure, in connection with provisional workers' preparation for Civil Service examinations, but by no means exclusively that. Special administrative needs seen in the first year resulted in a seminar for the staff transferred from the Division of Aid and Relief; and in the second year, in a seminar for the new provisionally appointed social workers; and in the third year, in a seminar for intake workers at a time when there were several workers newly assigned to intake, when the agency was trying to improve its work with parents, and when simultaneously it was experimenting in the largest (Boston) district office with integrating dependent and court intake in the hands of the same personnel.

The Training Supervisor has also been the agency's liaison person with the three schools of social work which have had six students in field placements here during the past year. She has also assisted the Director with the preliminary interviewing, securing references, etc. in connection with the selection of new professional staff members. The year ends sadly with the prospect of the imminent loss of the Division's first Training Supervisor who handled all these assignments with exceptional competence.





## State Cars

A disappointment of the past year was the Division's inability to secure more state-owned cars for the use of field staff. Thus, a lamentable situation continues with much salaried time poorly spent in the process of using common carriers in various parts of the state. With the present prices of cars, it is understandable that many new appointees feel unable to purchase cars for use in their work. However, the requirement of a driver's license from all persons taking the last examination for social workers has been a step forward on another aspect of this problem.

## Legislation

During the past year there was no new legislation affecting the Division of Child Guardianship. However, there was continued work on its part on the recodification of children's laws; and there was a change in its work as a result of Chapter 310 of the Acts of 1948.

The Division continued this past year the work which it began in the fall of 1947 (cf. last Annual Report) on needed changes in the children's laws of the Commonwealth. A staff committee composed of the District Supervisors, the Training Supervisor, the Assistant Director and Director continued analyzing many of the problems involved, and attempted solutions. It collaborated with committees on the recodification of the children's laws set up by the Greater Boston Community Council and the Massachusetts Conference of Social Work on recommendations to the Recess Commission on Recodification of Public Welfare Laws. In November 1948 there was an opportunity to speak at a hearing of the Recess Commission; but only three members were present and the Commission had not finished its work on public assistance laws then. The Division of Child Guardianship committee's statement stressed the Commission's need to consider the following points.

Re-definition of the functions of public agencies serving children in Massachusetts who need or are in danger of needing care outside their own homes in line with accumulated experience under the present laws, the needs of children and accepted philosophical concepts of public responsibility for such children.

Thoroughgoing study of the financing of public care for children placed outside their own homes, with appropriate revision and clarification of the law in this respect - considering particularly division of responsibility between state and local authorities, and the need for a uniform pattern of support of these children in the care of public agencies.

Careful review of all the laws regarding children cared for away from their own homes, with reference to insuring due regard to the natural rights of parents and the needs and rights of children - with definition of what is involved in "custody" granted to the Department or other agencies caring for children.

Complete re-writing of the law after changes based on the above are decided upon. The laws regarding children, at present scattered through several chapters, should, if possible, be brought into a single consistent, coherent chapter.



The Committee also expressed the hope that the Recess Commission (which even at the date for its expiration had not yet reached the area of child welfare legislation) would get a substantial enough extension to make a complete study and reformulation of the children's laws; or failing that, ask for the appointment of a special commission on children's laws.

Chapter 310 of the Acts of 1948 had set up the Youth Service Board to take care of delinquent children. Thus, on January 1, 1949 the Division of Child Guardianship's responsibility for such children passed to the Youth Service Board. With the approval of the Attorney General, the Board delegated to the Division of Child Guardianship, however, continued care of those delinquent children already with the Division on permanent commitments, and the care of those with it on temporary commitments until their hearing dates. It was agreed by the two agencies that this would be the best plan in the interests of the children; and would avoid the sharing of foster homes by the two agencies and the moving of children from the foster homes of one agency to those of the other. It was further worked out that whenever an important change of plan for any child whose care had been delegated to the Division needed to be made, the Division would get in touch with the Board and both would share in the planning. Another important decision, jointly reached, was that in some cases children permanently committed to the Division as delinquent might be retained in its care as dependent or neglected (if they had originally been committed as neglected) children - i.e., in any case where the child had adjusted well and for a long time shown no problems of a delinquent nature. When, in the spring, the Legislature cut the Division's board request for the coming fiscal year and granted additional funds for board to the Youth Service Board for the same period, the two agencies agreed on continued delegation of care as outlined by the Youth Service Board to the Division of Child Guardianship, but with the Youth Service Board paying for such care from July 1. With the total number of such children legally in the care of the Board, but at their delegation cared for by the Division, having dropped from 95 on January 1, 1949 to 66 on June 30, 1949, it was agreed that both agencies would look forward to the termination of this plan. Thus, the Division of Child Guardianship would change the status of as many children as warranted and keep them in care as dependent or neglected, before the Youth Service Board would plan to assume full responsibility for all those remaining as delinquent. Both agencies felt, as they had in December 1948, that sharing a foster home is generally undesirable; and the Division agreed that where sharing would not be involved, it would give to the Youth Service Board a child's foster home along with the child when the final transfers of care are planned.

Support  
Received  
for  
Children

Moneys collected for the support of children in the care of the Division during the past year totaled \$296,441.31. Of this \$285,109.23 were received from cities and towns where dependent children had settlement; there were received from parents \$121,737.33, of which \$85,555.33 came through probation officers as a result of support orders made by the courts; the rest came principally from such Federal agencies as Old Age and Survivors' Insurance and the Veterans Administration.





## CHILDREN IN THE CARE AND CUSTODY OF THE DIVISION

The year closed with 6,242 children in care, 26 more than the year before, thereby continuing for a second year a rising caseload, which during the eight previous years had been decreasing. While there was little change in the number of children coming into care, 970 having been received this year compared to 959 the year before, there was a marked change in the classification of these children, with 55% coming as neglected, 41% as dependent and 4% as delinquent - whereas in the previous year 64% had been neglected, 29% dependent and 7% delinquent. Temporary neglect commitments fell off by 70, while dependent admissions under Section 38 increased by 104. This shift is favorable not only because a voluntary plan of admission is to be preferred over an authoritative removal of the child from home, but also because in the former group of cases the Division has an opportunity to make full study of the situation before receiving the child, which is not usually possible in the latter group of cases.

Altogether 944 children were discharged from care, 53 more than the year before. This increase, representing about 6%, parallels intake in turning upward from a downward trend of several years. Discharges to court fell off by 25, reflecting the reduction in the intake of temporary neglect cases. Discharges to parents and relatives were fewer by 23. Twenty-seven (27) children classified as delinquent were turned over to the Youth Service Board. Other increases were mainly in the categories involving older children achieving independence of the agency.

Among the 6,242 children in care at the end of the year, there was little change in sex, age and religion from the previous year. The proportion of children in foster homes, however, increased from 68.1% to 69.8%, with the proportion at board increasing from 32.5% to 35.3%, and at clothing from 33.7% to 35.1%. This change in distribution continues last year's increase and is significant not only for the additional expense involved, but especially for the success of the policy of continuing board allowances beyond the age of sixteen to permit children to complete high school. The median length of stay with the Division, 4.3 years, is a little shorter than last year which was 4.7 years.

While there were many adjustments connected with the newly completed decentralization plan which had to be worked through, and while the operation of the Boston office was seriously affected by the lack of two head social workers not made available until January, it was possible during the year to take action on a wide range of problems affecting services to children.

In the area of intake four significant developments took place:

- (1) A beginning was made in integrating the services to dependent and neglected children which traditionally had involved a thorough intake study by a special investigating staff in the case of dependent children, but no investigation in the case of neglected children, knowledge of these cases having been limited to that secured at the district court hearing on the day of commitment where the Department is represented by men workers whose principal time is involved with supervision of older boys in foster care. This difference in handling is hard to justify, since, whether the child is neglected or dependent, there is equal need for understanding of the case situation to assure that the decision to remove child from home is sound and to plan adequately for the child's future if he is received. In the Boston and Brockton offices, intake workers are



now handling both neglect and dependent cases, and as time permits, the study of the neglect case approximates that of the dependent case. To make a plan for adequate integrated intake truly operable, however, in these two offices and on a state-wide basis, substantial staff additions are necessary.

- (2) On invitation of the Massachusetts Society for the Prevention of Cruelty to Children, which brings a substantial proportion of neglect cases before the court, there was a clarification of working relations with that agency which resulted in an agreement that the MSPCC would notify the Division of possible neglect commitments well in advance of the court hearing, would provide the Division with case summaries, and would participate with the Division and other interested agencies in a pre-hearing conference on the case. In addition, there was an exchange of thinking on the content of the prior-to-commitment case work-up.
- (3) The Division influenced by the fact that additional resources had been made available to the Department of Mental Health for the care of mental defectives adopted a policy of refusing applications for the care of diagnosed defective dependent children in need of institutional care. Planning for such children who require specialized care had placed a great burden on the Division and had resulted in the loss of many foster homes through overtaxing the foster mother.
- (4) Administrative tools were devised for the better control of action on applications for the care of dependent children, and supervisory review of cases pending at the end of the month was adopted as a regular procedure to insure against unwarranted delays.

There was full consciousness of the inadequacy of the Division's case work with the parents of children in care. With their heavy caseloads and home-finding responsibilities, workers have never been able to maintain contact with the children's families for purposes of sustaining parental interest and to work toward the return of the children when this is feasible. This year a beginning step on this problem was taken when workers were assigned responsibility for work with the family on a very few selected cases. The purpose here largely was to give the worker an opportunity to see the case as a whole, and through this contact with the child's family situation to be in a better position to understand the child and to help him with his feelings about his family and separation from it. The practical matter of securing support from parents was also reckoned with. More emphasis was placed on getting a support order or agreement for children committed by the courts. A system was devised of photostating quarterly, support accounts kept by the Bureau of Accounts for forwarding to district offices to enable district office personnel to follow-up on these collections. While responsibility here was placed with the intake staff, with their other pressing duties, necessarily collections often will be handled perfunctorily - if at all. Although \$20,000 more was received for support from parents this year than last year as a result of these efforts, much remains to be done. The lack of staff time to work with parents with reference to support, and of more importance, to preserve and develop for the child any values in his own home is a problem of major proportion in the Division.

During the year there was careful scrutiny of the Division's activity in homefinding, a vital part of the program, since in the last analysis, the welfare of the children while in care is largely dependent on the kind of homes





chosen for them. The importance of sustained activity in recruiting leads for new homes was recognized; administrative devices for insuring follow-up on leads were developed; and special attention was given to the actual content of the investigation of the home, particularly in relation to achieving fuller understanding of the intangible but highly significant factors such as personality of the foster parents, family relationships and motivation in taking a child. A minimum of two interviews with prospective foster parents was set up as standard practice, and the personal interview with references was given more emphasis, especially with questionable ones, whereas previously quite full dependence had been placed on the written reference. There was clarification of what is involved in supervisory approval of a worker's investigation, and mechanics were set up to prevent the use of homes without a completed written report on the home study formally approved by the supervisor. A concrete accomplishment was the approval of 585 boarding homes during the year, 211 more than last year.

There were a number of special developments related to the supervision of children in care. So that foster parents would not be left alone to handle serious emergencies occurring at night, over weekends and on holidays, all foster parents were given the home telephone numbers of the responsible worker and supervisor to be called in such emergencies. Practice in having children secure dental attention at least annually was tightened up since there had been lapses in this previously, and the Division adopted as a guide in approving dental bills the tentative fee schedule worked out this year by the Department in cooperation with the Massachusetts Dental Society. With the concern about overcrowding of foster homes and the continued general shortage of homes, a requirement was made for the approval by the supervisor of any placement bringing a fifth child in a foster home. All homes having nine or more children were visited by a supervisor who took responsibility for making an individual evaluation of the situation and decision as to the future use of the home. Some of these large homes were found to be meeting the children's needs well; others were definitely overcrowded, offering little but custodial care, hence plans for replacing the children were made. The year's end saw a substantial decrease in children placed in homes caring for five or more children, 607 children being so affected, compared to 1,075 in the previous year. A modification of practice was made regarding the supervision of older boys who previously on reaching their twelfth birthday automatically transferred from a woman worker's supervision to a man worker, the boy remaining on in the same home. This automatic transfer was eliminated since often it resulted in an undesirable splitting of a family of children between two workers or an unnecessary change in worker when a good relationship had been established and when a man's supervision was not particularly indicated. Except where administrative necessity dictates that a man's caseload be increased or a woman's decreased, the question of transfer is now decided on a casework basis.

More attention was given than ever before to adoption placements and planning for children of unmarried mothers. Heretofore it had not been possible to keep in regular touch with the unwed mother to stimulate her in planning for the child. Frequently her contact with the child lapsed with the child drifting on in boarding care, moving from one home to another and never developing relationships of any significance. Adoption placement of such children in infancy would have given the child the basic security and opportunity for normal family life to which every child is entitled. This year an attack was made on this problem. Cases of all dependent illegitimate children under three years of age were singled out. Responsibility was given to dependent investigators for making quarterly contacts with the mothers of these children in the interest of bringing the mother to a conclusion about the future plan for the child, either to take the child into her own home or that of relatives or to surrender him for adoption. Some problems difficult of resolution are emerging from this activity: the mother's attitude in wanting adoption can be crystallized only to find that the child is unadoptable



because of mental or physical defect; the mother with little to offer her child decides that she will take her child, and the child is faced with returning to an unsatisfactory home situation; the mother is unwilling to surrender her child neither will she make another plan for him, with the Division left to decide how far it will go in forcing the issue. These, however, represent problems to be worked through. Meantime, the future of many other children is being planned for thoughtfully and in keeping with the best interests of both mother and child.

This activity with the unmarried mother group was well timed to tie in with the work of the newly expanded adoption unit responsible for the placing of children for adoption, which unit by the end of the year was staffed with a supervisor and seven workers. During the year, 230 children were referred to this unit for consideration of adoption placement. While conclusive action could not be taken on all these cases by this unit just gearing into action, 71 children were placed for adoption. Other children found to be eligible for adoption could not be placed because of the unavailability of homes interested in children of unusual nationality and racial backgrounds. It has also been particularly hard to find homes for the somewhat slow child whose educational achievement will necessarily be modest. With the additional time going into adoption planning there has been a change from the old philosophy of considering only "the perfect child" for adoption. The Division is now working out adoption placements for children with physical handicaps, with poor family background, provided the child himself is stable and well adjusted, and for children well beyond school age; also for some whose parents are unwilling to consent to adoption, but who are incapable themselves of adequately caring for the children.

In a sense, this year marks a high point in the history of the Division's program of direct care, since it has shown what can be accomplished now that decentralization has been completed and organization stabilized. There is no cause for complacency, however, since many serious problems remain to be worked out. Provision of additional staff is essential if these children, so seriously handicapped by the loss of their own homes, are to be adequately served.





CHILDREN RECEIVED INTO CARE July 1, 1948 to June 30, 1949

Age - by Sex and Religion

Status - by Sex

Age	Total	Cath.		Prot.		Other		Status	Total	Boys	Girls
		E	G	E	G	E	G				
All ages	970	353	251	191	154	7	9	All Statuses	970	556	414
0-1	138	37	34	30	33	1	3	Dependent - Section 14	1	1	0
1	27	41	21	13	12	4	1	Dependent - Section 22	51	21	30
2	66	29	14	11	11	0	1	Dependent - Section 23	6	3	3
3	65	21	15	17	12	0	0	Dependent - Section 33	337	190	147
4	63	25	17	11	9	1	0	Neglected - Permanent	225	123	102
5	46	16	7	13	8	1	1	Neglected - Temporary	306	175	121
6	56	13	25	8	10	0	0				
7	43	19	9	8	7	0	0	Delinquent - Permanent	3	3	0
8	67	26	20	14	7	0	0	Delinquent - Temporary	39	30	9
9	56	19	18	8	10	0	1				
10	51	12	16	14	2	0	0				
11	50	19	13	13	5	0	0				
12	54	25	12	8	8	0	1				
13	44	21	9	9	4	0	1				
14	39	16	7	7	9	0	0				
15	22	8	9	1	4	0	0				
16	11	4	5	0	2	0	0				
17	2	0	0	1	1	0	0				

CHILDREN DISCHARGED July 1, 1948 to June 30, 1949

Reason for Discharge - by Sex

<u>Reasons</u>	<u>Total</u>	<u>Boys</u>	<u>Girls</u>
All Dispositions	944	562	382
To Court	212	132	80
To Parents	147	95	52
To Armed Forces	125	125	0
Became of Age	96	25	71
Committed to State Schools for Mentally Defective	75	41	34
Married	66	3	63
Became self-supporting	55	37	18
To relatives other than Parents	46	25	21
Adopted	33	17	21
To Youth Service Board	27	26	1
To Place of Settlement	13	6	7
Failed	12	8	4
Whereabouts Unknown on June 30	11	10	1
Died	10	5	5
Committed to Correctional Schools	6	4	2
Other	5	3	2



# CHILDREN UNDER CARE ON June 30, 1947

## Ages - by length of time under care

Age	Years under care				
	Total	0-1	1-4	5-9	10 and over
All Ages	6249	612	2202	1774	1461
0-1	83	83			
1	170	104	66		
2	174	50	115		
3	226	56	170		
4	278	58	220		
5	282	41	187	44	
6	322	42	192	88	
7	310	40	141	129	
8	370	44	165	161	
9	366	51	127	188	
10	417	52	133	190	42
11	401	36	118	165	82
12	434	41	132	136	125
13	434	41	90	150	145
14	405	20	90	121	158
15	369	22	73	93	181
16	372	10	73	112	177
17	327	5	40	03	193
18	231	1	26	61	143
19	166	-	10	26	130
20	111	-	1	27	83
21	2	-	-	-	2
NR	1	-	1	-	-

## Status - by sex

Status	Total	Boys	Girls
All Statuses	6249	3271	2978
Dependent - Section 14	4	1	3
Dependent - Section 22	419	223	196
Dependent - Section 28	7	3	4
Dependent - Section 38	1919	1072	847
Neglected - Permanent	3450	1742	1708
Neglected - Temporary	343	183	160
Delinquent - Permanent	47	33	14
Delinquent - Temporary	13	0	5
Wayward - Permanent	2	1	1
Wayward - Temporary	0	0	0

## Location - by Religion

Location	Total	Catholic	Protestant	Other
All Locations	6249	3917	2381	251
Foster Home Total	5506	3463	2088	25
Board and clothing	5150	3220	1909	21
Board	21	12	9	
Clothing	36	22	14	
Free	99	40	50	1
Work	3	0	2	1
Wage	25	20	5	
Independent	255	156	97	2
Other	7	5	2	
Non-Medical Institution	144	103	41	
Board and clothing	118	89	29	
Board	2	0	2	
Clothing	11	6	5	
Free	7	3	4	
Independent	0	0	1	
Medical Institution	122	71	50	1
Board and clothing	17	11	3	
Board	10	10	0	
Clothing	1	1	0	
Free	85	46	38	1
With Parents	167	111	54	2
With Relatives	20	14	26	
In U. S. Services	21	13	8	
Married	2	2	0	
Staff in Institutions	23	20	3	
Whereabouts unknown	28	20	8	
Other	56	30	26	





## INVESTIGATION OF INDEPENDENT ADOPTIONS

Although the production figures for this unit have decreased somewhat during the past year, the general picture, as far as better adoptions are concerned, has continued to improve. The added functions of enforcing the importation law and bonding, and of making investigations for other states, which were assigned to the unit in that period, are, no doubt, responsible in a large part for retarding output on petitions referred by Massachusetts courts.

During the past year the courts referred 1793 petitions (38 fewer than in the preceding year) and 1696 were investigated and reported on to the courts, or otherwise closed. The balance of 936 cases awaiting investigation at the end of the year is almost 100 more than that of last year.

It was decided during the year that responsibility for the study of requests for permission to bring children into this commonwealth from another state or country for the purpose of adoption, and the exacting of a bond in this connection (Chapter 119, Section 30-A) was logically in this unit and that function was added to the work. The same decision was made regarding requests for service from other states when they related to independent adoption investigations. The work in connection with the importation of children involves a great deal of interpretation and lengthy correspondence which has proved to be very time-consuming. Since no additional workers accompanied the new assignment, the already overloaded staff had to assume increased pressure.

Visits to the judges of the probate courts have been continued by the supervisor and the assistant supervisor with beneficial results. That there is better mutual understanding between the unit and the probate courts by reason of this exchange of experiences and thinking is evidenced by the increasing number of requests for consultation service from the judges, their approval of fuller reports, and their readiness to accept suggestions. Their thoughtful consideration of material presented leads us to believe that they have a deeper awareness of the problems involved in adoption and a desire to make the best possible disposition for each child concerned.

In last year's report we indicated that legislation which would limit the filing of adoption petitions in this commonwealth to persons residing in Massachusetts would be desirable. The experiences of the past year have confirmed our feeling that such legislation is needed. It is difficult to secure from other states as full a picture of a prospective adoptive home as can be had by direct contact in our own state. One adjoining state has refused to assist us by making home studies when there is a difference in religion between the petitioners and the children in question. Several other states have expressed concern about the number of Massachusetts children who are being independently placed for adoption in their states, and it is not unlikely that we may have further refusals when we request service.

It is still felt that there is a pressing need for legislation which would force cases to a hearing and thereby to some disposition rather than to permit them to remain pending indefinitely which sometimes happens now when the report of the Department is unfavorable.



The year has shown less pressure for hurried reports and a fuller understanding on the part of attorneys, petitioners, and parents in the matter of necessary delays. The number of requests for advice and information has continued to increase steadily, and it is hoped that as a result of the service given, Massachusetts children may have the advantage of more sound adoptions.

Statistics for Period from July 1, 1948 to June 30, 1949

Cases pending June 30, 1948	839	
New Petitions referred by Courts (July 1, 1948 to June 30, 1949)	<u>1732</u>	2632
Cases closed July 1, 1948 to June 30, 1949	1696	
Investigated and reported to Courts	1976	
Not investigated (withdrawn or otherwise eliminated)	120	
Cases pending June 30, 1949	936	
Total		2632
Reports to Courts on completed investigations covered adoption petitions for		
<u>Legitimate children</u>		779
By relatives	615	
By persons other than relatives	164	
<u>Illegitimate children</u>		796
By maternal relatives	343	
By alleged relatives	9	
By persons other than relatives	444	
<u>Foundlings</u>		1

Of these petitions investigated, 112 were to be withdrawn and 35 were definitely disapproved in reports to the Courts; 57 were approved with reservation and in 23 cases a further trial period was advised before completing the adoption.

(\*Of these, 256 were petitions of mother and her husband.)





## LICENSING OF INFANT BOARDING HOMES

Since the commissioner's plan for the decentralization of the licensing unit was prepared during the year, this will be a good opportunity to review the accomplishments of the unit from its inception in 1941 to the present. If space permitted, its success might well be illustrated with personal histories and special cases that would prove the necessity of the law. The original licensing law of 1892 was passed to abolish the infamous practice of baby-farming. This objective was achieved. This law protected children under two years of age. The 1941 legislature, hearing of the abuse of older children in foster homes, corrected the situation by raising the age group to children under fourteen years of age. Wherever these abuses exist it becomes the obligation of the state to assure protective guardianship of these children even to the extent of limiting the control of the parents and a responsibility of removing them from undeserving foster families where they are exposed to such poor environment.

We pay tribute to the many fine foster parents who take into their family circles children from broken homes, unwanted children or those who for other reasons had to be separated from their family ties. Adequate foster parents have accepted our services as advantageous to themselves and beneficial to the children. Those who manifested reluctance to our visits needed the most supervision.

The workers of the unit are constantly alert to keep children from unfit foster parents and to inform parents that their parental responsibilities do not end by merely placing their children in poor foster homes. Approximately twenty per cent of the applicants for boarding home licenses during the first year of operation were either refused a license or were persuaded to withdraw their applications. This high rate has continued each year. Each year, children have been removed from foster homes because they have been abused or neglected, and each year wayward parents have been made to recognize their duties towards their children.

The unit has often had to protect the rights of well-meaning parents. This year two unscrupulous foster parents refused to return boarded children to their natural parents. Even more distressing two courts were willing to entertain petitions for the foster parents to retain their custody. After great anxiety and expense the children were eventually restored to their families.

The purpose of the licensing law is to protect a child living apart from a relative or guardian. The operation of the law is simple and yet comprehensive and has been carried on satisfactorily so that its accomplishments exhibit efficiency and benefit to the individuals involved, to the communities served, and to the commonwealth. The work of the clerical and professional staffs of the licensing unit has been pursued systematically and diligently. The children in foster homes have been protected. The licensing unit looks back with satisfaction upon what it has done and forward with anticipation of a greater contribution for the public welfare.



GENERAL SUMMARY

Children reported in foster homes 1948-1949. . . . .	7973
Placed by agencies . . . . .	2310
Placed privately . . . . .	5663
Boarding homes listed 1948-1949. . . . .	7694
Boarding homes used during 1948-1949 . . . . .	6012
Agency homes . . . . .	1962
Private homes. . . . .	4050
Boarding homes visited . . . . .	3353
Applications pending June 30, 1948 . . . . .	170
Application blanks issued during the year. . . . .	878
Applications worked on during the year . . . . .	1048
Applications disposed of during the year . . . . .	890
a. Withdrawn before action by the Board of Health . . . . .	272
b. Withdrawn after action by the Board of Health. . . . .	100
c. Licenses granted . . . . .	470
1. Agency licenses. . . . .	127
2. Private licenses . . . . .	343
d. Licenses refused . . . . .	48
Applications pending June 30, 1948 . . . . .	150
Licenses revoked . . . . .	1
Children removed under Chapter 112, Section 14 . . . . .	1
Children removed under Chapter 112, Section 23 . . . . .	8
Foster mothers brought to court. . . . .	-
Complaints on homes received and investigated. . . . .	141
Newspaper advertisements checked and followed. . . . .	1138
Notices to homes rejected by DCC Homefinders . . . . .	646





SOURCES OF COMPLAINTS REGARDING INFANT BOARDING HOMES

RECEIVED AND INVESTIGATED 1948-1949

From:

Interested Individuals		59
Parents and Relatives	20	
Anonymous	15	
Neighbors	12	
Foster mothers	3	
Churches	4	
 Private Agencies		49
SPCC	42	
Child Placing Agencies	7	
 Public Agencies		26
DCG	11	
Boards of Health	5	
School Departments	4	
Boards of Public Welfare	3	
District Nurses	2	
Girl's Parole	1	
 Enforcement Agencies		4
Police	3	
Courts	1	
 Hospitals		3
		<u>142</u>



## RESEARCH AND STATISTICS

During the year some of the plans of the Division's newly established Research and Statistics unit within the Department's Bureau of Research and Statistics became part of a regular program.

### STATISTICS

In order to fulfill most effectively its function of supplying current and pertinent information to those concerned with the administration of such a large agency, the section on statistics should base its reports on its own central children's files. The immediate establishment and conduct of such a resource was prevented by limitations of space, equipment and personnel. Meanwhile, the information on children and services is based on report forms devised or revised by the section, and social workers and supervisors are relied upon to fill them out. Such demands upon the staff are perforce limited in content and frequency; nevertheless, much can be done by the section, within those limits, in supplying statistical bases for administrative decisions. For example, an administrator's desk book was compiled, containing monthly reports of caseload and characteristics of children under care, in intake and those discharged. This involved the establishment of a system of regular reporting of all data considered useful, continuing long-established series, and inaugurating new. In addition, assistance is given in developing records as administrative aids within the various units of service and as bases for statistics on the whole Division.

Through improvements already in effect, the Division is better able to meet requests of wider planning agencies, such as Community Councils, and especially the Children's Bureau, for state-wide and sectional data on child welfare services rendered by public agencies.

The unit's activities in statistics include preparation of an annual report on characteristics of children, and assistance with factual data in the preparation of the annual budget.

### RESEARCH

Throughout the year four major studies were undertaken.

- (1) Functions of Dependent Intake Investigations Section. An inquiry to enable supervisors to improve this service.
- (2) Clothing Costs. An inquiry into alternative methods of furnishing clothing to children.
- (3) Caseload Standard. A proposed method of determining standard caseload for visitors in the child placing unit.
- (4) Licensing Infant Boarding Homes. An inquiry into administrative problems in decentralizing this unit.

Special minor reports are made from time to time for administrative use, and this use of the unit is becoming increasingly prominent as administrators and supervisors realize the assistance the unit can give.





## CHILD WELFARE SERVICES

Supervision of the three local Child Welfare offices in Webster, Southbridge and West Fridgewater was continued this year but the latter unit was temporarily closed in May 1949 as the worker resigned to join the staff of the Division. A total of 710 children received case work service in their own homes this year from the local child welfare workers.

The Child Welfare committees in all three groups of towns were very active this year. The membership of these committees were drawn from all the organizations interested in the health, education and well-being of children in the various communities. The purpose of the committees is to stimulate interest and interpretation of the child welfare services program locally as well as a broader interest in the welfare of children in general. Films relating to parent education and child development were shown and many of the organizations contributed toward the cost of the films. Through the efforts of the committee in one town, an initial appropriation to the support of the service was made. Another community which had participated financially from the beginning of the program failed to appropriate any money because of lack of understanding. When the community thought that the service might be lost to them, the child welfare committee circulated a petition for a special town meeting, with the result that the usual appropriation was made. Another adjoining town took action in the same manner and succeeded in getting an initial appropriation at a special town meeting. The child welfare committee of the oldest unit celebrated its tenth birthday near the end of the year.

Services to rural children in their own homes continue to be an outstanding need in this state; but to convince all the citizens of this need is a slow educational process. It is hoped that with further understanding of the value of preventive case work services to children in their own homes, the various towns will be willing to participate financially to a much greater degree in the future.



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Department of Public Welfare.  
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DIVISIONS OF THE DEPARTMENT OF PUBLIC WELFARE  
600 Washington Street  
BOSTON

Division of Aid and Relief

Robert P. Curran, Director

John F. Mungovan, Acting Assistant Director

Subdivision of Social Service

Flora E. Burton, Supervisor

Subdivision of Appeals

Edmund H. Kelleher, Acting Supervisor

Division of Child Guardianship

Robert F. Ott, Director

Esther Hill, Assistant Director

Bureau of Accounts

Clarence A. Bingham, Supervisor

Bureau of Incorporated Charities

Florence G. Dickson, Supervisor

Bureau of Research and Statistics

Agnes B. Sullivan, Acting Supervisor

INSTITUTIONS UNDER THE SUPERVISION OF THE

DEPARTMENT OF PUBLIC WELFARE

Tewksbury State Hospital and Infirmary, Tewksbury

C. Winthrop Houghton, M.D., Superintendent

Massachusetts Hospital School, Canton

John J. Carroll, M.D., Superintendent



1950

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THE COMMONWEALTH OF MASSACHUSETTS

↑ DEPARTMENT OF PUBLIC WELFARE

Patrick A. Tompkins, Commissioner

To the Honorable Senate and House of Representatives:

The Thirty-First Annual Report of the Department of Public Welfare, covering the year from July 1, 1949 to June 30, 1950, is herewith respectfully presented.

Members of the Advisory Board of the

DEPARTMENT OF PUBLIC WELFARE

Date of Original Appointment	Name	Residence	Date of Expiration
12/ 1/35	Mrs. Vincent P. Roberts	Chestnut Hill	1/31/51
9/ 8/43	Rev. James H. Doyle	Roxbury	1/31/53
2/20/46	Mr. Albert F. Doyle	Brockton	1/31/53
2/11/48	Miss Ida M. Cannon	Cambridge	1/31/51
2/23/49	Mr. Ben G. Shapiro	Brookline	1/31/52
2/23/49	Ralph W. Igoe, Esq.	North Brookfield	1/31/52





REPORT OF THE COMMISSIONER OF PUBLIC WELFARE

This is the thirty-first report submitted by the Department of Public Welfare.

The Department carries out its principal functions through two main divisions: The Division of Aid and Relief which is responsible for carrying out those provisions of law which relate to public assistance and to the care and maintenance of adults; and the Division of Child Guardianship which is responsible for carrying out laws which relate to the care and maintenance of children. In addition, the Department has general supervision of two institutions: The Massachusetts Hospital School (for crippled children) at Canton; and the Tewksbury State Hospital and Infirmary.

The Division of Child Guardianship, while it has the lowest number of children under care since 1928, nonetheless was serving 6,049 children. This represents a decrease of 200 children over the previous year. This decrease in children under care is due in part to special efforts aimed towards reuniting families through closer case work relationships and a greater effort on the part of the Division towards the prevention of unwarranted separation of the children from the parents.

While we feel that a reduced case load indicates a slight improvement in the over-all social conditions of the Commonwealth, the financial implications of the decrease, from a peak load of 8,317 children in 1940 to 6,049 this year, a decrease of 2,688 cases, cannot be overlooked. On the basis of present day costs, this represents a saving of over \$1,200,000 annually.

In the Division of Aid and Relief the constant and steady increase of the past few years in both case loads and expenditures continued during this fiscal year. The combined total for Old Age Assistance, Aid to Dependent Children, and General Relief was \$111,150,872. This represents a new high for public assistance expenditures and exceeds the previous year by \$18,636,647 which is an increase of slightly more than 20%.

In Old Age Assistance alone, the increase in expenditures was \$10,298,481. The impact of this and future increases will, in great measure, fall upon the State and the local communities since, under the present Federal matching formula, the Commonwealth is receiving the maximum amount of Federal participation on the vast majority of cases. The average grant has been in excess of the Federal matching ceiling. In spite of the fact that in Old Age Assistance Federal grants in aid increased almost \$4,000,000; percentagewise, Federal participation decreased by 1%. The following table shows the distribution of costs among the Federal, State, and local governments for all categories of assistance and points out the additional burden being placed upon local agencies by increased General Relief case load.

DISTRIBUTION OF EXPENDITURES FOR PUBLIC ASSISTANCE  
IN MASSACHUSETTS

	Year Ending		Change
	June 30, 1950	June 30, 1949	%
TOTAL EXPENDITURES (3 categories)	\$111,150,872	\$92,514,225	+20.1
FEDERAL	38,564,914	33,730,803	+14.3
STATE	40,554,467	33,212,075	+22.1
LOCAL	32,031,491	25,571,347	+25.3





For the past five years, the Department has been undergoing an administrative and organizational change. The reorganization of the administrative and the supervisory activities of the Division of Aid and Relief have been complete for some time. The Division no longer reviews and approves each new assistance case as it is accepted by the local agency but rather supervises and reviews the entire administrative organization of the local agencies. The basic plan of the Department calls for a biennial review of all agencies and a more frequent review in the larger agencies through the process known as the State Administrative Case Review. During this fiscal year, administrative case reviews have been completed in 122 cities and towns. These towns have a combined case load of 22,107 cases; of this number, 2,764 were reviewed. The major result of this year's reviews was bringing about the hiring of additional workers in cities and towns where the review indicated lack of personnel was responsible for failures in meeting both the needs of the recipients and statutory requirements.

The Division of Aid and Relief has been decentralized since 1939 and has been carrying on its functions through the Department's seven District Offices. Until 1945, all of the activities of the Division of Child Guardianship had been centralized in the State House in Boston. Gradually, its various units offering services to children have been decentralized, utilizing the existing State offices formerly used only by the Division of Aid and Relief. The objective in establishing Division of Child Guardianship District Offices was to better serve the public and place the division on a more efficient basis. Under the centralized plan, children were required to travel from the far corners of the Commonwealth to Boston only to be returned to the same locality within a period of a few days. However, because of the nature of the services offered and the administrative problems presented, not all units could be included in the plan at the same time.

On May 1, 1950, decentralization of the Division of Child Guardianship was completed for the time being. The last section to be decentralized was the unit concerned with the Licensing of Infant Boarding Homes. This move will permit closer supervision and more frequent visits to these homes.

At the same time, the Department opened a new District Office in Pittsfield. The opening of this office fills a long-felt need for closer contact with the agencies supervised by the Division of Aid and Relief and with the parents and children served by the Division of Child Guardianship in the northwestern part of the Commonwealth. The Department still maintains seven District Offices, since, when the Legislature provided for the Pittsfield Office, it also provided for the consolidation of our Malden and Boston Offices into one large District covering that Metropolitan area.

Coupled with the opening of the new Office was the realignment of the District lines which had remained unchanged since 1939. Because much of the activity of the Division of Child Guardianship is through the District Courts, it was necessary to reconstruct our Districts in conformity with the District Court lines of the Commonwealth. This will assure that when cases are referred to the Division by the District Courts that there will be no overlapping of jurisdiction within our District Offices. Additionally, it will permit the workers to become familiar with the personnel of the District Courts within their area and facilitate referrals from the Courts.

At the present time the only activities of the Division of Child Guardianship not conducted from the District Offices are those of Adoption Placements, Independent Adoption Investigations, and Placement of Mentally Deficient Children. Decentralization of these units has been under discussion and consideration for some time. However, it does not appear to be advantageous to decentralize these particular units at the present time.





Early in January, the Central Office installations of the Department which included the Offices of the Commissioner and the two Directors, and certain units of the Division of Child Guardianship, various Department Bureaus and the Boston and Malden District Offices were moved from the State House Annex and the Ford Building, 15 Ashburton Place, to 600 Washington Street. In this new location all of the Central Office facilities of the Department are on one floor, in addition to our consolidated Greater Boston District. Efficiency of operation was one of the main considerations in making this move. Of lesser importance was the fact that in moving from State-owned property to property owned privately, additional Federal monies were available for that portion of the cost which is a direct charge incurred in the administration of Old Age Assistance and Aid to Dependent Children or which is readily identifiable as an administrative cost of these programs. Some minor alterations were required since the location had so few partitions and private offices. The small amount of partitioning needed has been completed; however, the lighting facilities are still poor in a number of locations.

In my report for the previous fiscal year I went into some detail relative to the demands being placed upon the Department to revamp our local administration of the Federally-aided programs of Old Age Assistance and Aid to Dependent Children. The Social Security Act requires that these programs be administered by merit system or civil service personnel. This subject has been in the negotiation stages since October 1946 when the Federal formula for absorbing administrative costs was changed to a matching basis. Efforts to change the law during the 1949 legislative year are unsuccessful. The Special Commission to Study and Revise the Laws Relating to Public Welfare has filed a second report on this subject (House No. 2332 - 1950) outlining their recommendations based on an exhaustive study of the problem together with legislation which will meet the Federal requirements and yet be acceptable to the cities and towns. One of the main obstacles to the solution of the problem has been the fact that the cities and towns that this legislation represents one more thrust at their pockets. However, this is not the case since the legislation will merely require all cities to administer their programs in the same manner as the larger towns and cities have for a number of years. Notwithstanding the strong presentation made by the Social Security Agency which included a threat to withdraw all Federal public assistance funds, at the close of the fiscal year this Report had not yet been acted upon by the House and General Court.

For the past few years the Congress of the United States has had under consideration a number of bills which would broaden and expand both the insurance and the assistance provisions of the Social Security Act. In the Fall of 1949, the U.S. House of Representatives passed such a bill. The U.S. Senate is expected to act upon this bill during the current session.

One of the more important changes which would require new legislation is that of the participation by the Federal Government for the first time in the General Assistance program. With this in mind, and based on the Federal requirements of a State plan, the Recess Commission drew up a revised public assistance law for Massachusetts which would become operative only when Congress authorized Federal financial participation in the General Assistance programs.

The seventh Report by the Commission, and equally as important, is House Bill No. 1173 aimed at clarifying and strengthening our adoption laws which have been woefully inadequate in protecting the rights of the orphan child.

I cannot let the opportunity pass without expressing my appreciation for the tireless effort and energy extended by the Special Commission to Study and Revise the Laws Relating to Public Welfare, not only in the hearings, study, and research; but also in drafting the various bills which have accompanied their recommendations.



action is obtained on the excellent legislation proposed they may rightly feel that they have made a major contribution to the betterment of their less fortunate fellowmen.

On September 30, 1942, Miss Marion A. Joyce, who had been Director of the Division of Child Guardianship since 1932, resigned for personal reasons and with the approval of the Governor and Council has been replaced by Mr. Robert F. Ott of Worcester. Mr. Ott is a graduate of the Boston College School of Social Work and has had considerable supervisory and executive experience in the field of Child Welfare with both private and public social agencies. He was associated with the Catholic Charities of Albany and Schenectady, New York, before he became Regional Representative of the Division of Social Protection in the Federal Security Agency. Most recently he was employed in a supervisory capacity by the Catholic Charities in Boston.

During the year I was honored by His Excellency, the Governor, in being named Chairman of the Massachusetts Committee of the Midcentury White House Conference on Children and Youth. This is a conference, national in scope, which convenes every ten years at the direction of the President of the United States, and addresses itself to the interests of all the children of the nation and to every aspect of child welfare; including, home life, material security, education, health, and general preparation for the responsibilities of citizenship. The activities of this committee require a great expenditure of time; nonetheless, the potential accomplishments will provide a hundred-fold return.





DIVISION OF AID AND RELIEF

Robert P. Curran, Director

The Division of Aid and Relief includes three subdivisions:

Subdivision of Settlement  
Subdivision of Social Service to Tewksbury  
State Hospital and Infirmary  
Subdivision of Appeals

The reports of the supervisors of these subdivisions are  
herewith submitted.

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DIVISION OF AID AND RELIEF  
Robert P. Curran, Director

The upward trend in public assistance case loads which started at the termination of the war in 1945 became more acute during this fiscal year, especially in the category of General Relief. During the year the General Relief case load showed a decided increase, reaching its peak in February. From that time until the end of the fiscal year there was a definite decrease in case loads. However, the decline was not sufficient to offset the large increase occurring in the earlier months. The following tables show the case load change and the increase in expenditures during the fiscal year on all categories.

I. PUBLIC ASSISTANCE CASE LOADS IN MASSACHUSETTS

	Year Ending		Change	
	June 30, 1950	June 30, 1949	Case Load	Percent
Old Age Assistance	97,869	91,119	+6,750	+ 7.4
Aid to Dependent Chn.	12,738	10,878	+1,860	+17.1
General Relief	24,403	18,475	+5,928	+32.1

II. EXPENDITURES FOR PUBLIC ASSISTANCE IN MASSACHUSETTS

	Year Ending		Change	
	June 30, 1950	June 30, 1949	Expenditures	Percent
TOTAL EXPENDITURES (3 categories)	\$111,150,872	\$92,514,225	+ \$18,636,647	+ 20.1
OLD AGE ASSISTANCE	76,064,997	65,766,516	+ 10,298,481	+ 15.7
AID TO DEPENDENT CHN.	17,607,740	14,532,597	+ 3,075,143	+ 21.2
GENERAL RELIEF	17,478,135	12,215,112	+ 5,263,023	+ 43.1

An examination of these tables shows the rapid rate at which General Relief case loads and expenditures have increased. Since there is no federal participation and only one-fifth of the case load in this category is the responsibility of the state, it is not too difficult to visualize the financial problem which will face cities and towns if case loads continue to rise at the same rate during the next fiscal year. Legislation which would make state funds available on a percentage basis for each General Relief case has been reported during each of the past two legislative sessions by the Special Commission to study and revise the laws relating to public welfare. This legislation had the full support and endorsement of the Department since it is our belief that if





adequate assistance is to be made available to some of our people--the young and the old--then it should similarly be available to those persons who fall between these two special categories. In addition, cities and towns can no longer support large numbers of needy persons without financial aid from the Commonwealth. In Old Age Assistance the average monthly grant increased \$4.49 during the year so that the present average grant is \$63.84. Under our present law, our assistance budgets are adjusted in accordance with the cost-of-living index. However, it was found that the cost-of-living index had not fluctuated sufficiently to change our current allowances. The increase in the Old Age Assistance grant is due, in great part, to legislation enacted in 1949.

Chapter 706 of the Acts of 1949 provided that a new item, to be known as Leisure Time Activities, amounting to four dollars a month be added to each Old Age Assistance recipient's budget. Other acts enacted during 1949 which related to the activities of this Department include Chapter 486 and Chapter 622, both of which amended the Old Age Assistance law to provide more liberal exemptions to applicants or recipients who are in possession of life insurance and personal property. The first increased the amount of the cash surrender value an applicant or recipient of Old Age Assistance might retain before executing an assignment to the local board of public welfare from five hundred dollars to one thousand dollars. The second wrote into the law an exemption of five hundred dollars in personal property or savings for an applicant or recipient, and a joint exemption of one thousand dollars for a husband and wife. The effect these liberalizations had on the case load was not discernable.

Chapter 766 of the Acts of 1949 increased the Department's reimbursement rate for hospital care to needy individuals from eight dollars per diem to ten dollars per diem. This law relates principally to unsettled General Relief cases but has been extended by policy to apply to the other categories.

Chapter 601 transfers responsibility for payment of hospital expenses for premature infants from the local and state welfare departments to the local and state health departments. This act clarifies one of the many idiosyncracies appearing in the General Laws whereby there is split jurisdiction between two departments. Under the old law, the state and local departments of public welfare were financially responsible for the care provided these children by the state and local health departments. Under this change all responsibility is placed in the Department of Health.

Chapter 12 of the Acts of 1949 requires that Rules and Regulations of the Department as they relate to the Old Age Assistance and Aid to Dependent Children programs shall be subject to the approval of the Governor and Council after a public hearing has been held. This act is not likely to improve the efficiency or the administration of the public assistance program in Massachusetts due to the cumbersome nature of its requirements.

The Department received an opinion from the Attorney General of the Commonwealth which, in substance, stated that the wife of an applicant or recipient of Old Age Assistance has no legal responsibility to contribute to the support of her husband. This opinion required the discontinuance of certain policies and budgetary procedures which had been in effect. In compliance with this opinion we have revised our Standards so that contributions from employed or otherwise financially independent wives are no longer required. However, contributions voluntarily made towards the support of a husband are still considered a resource.

One of the institutions falling within the general over-all activities of the Department is the Massachusetts Hospital School at Canton for Crippled Children. Although the school is set up within the Department, until one year ago there was little formal connection since the trustees and superintendent are charged with its management and





supervision. In the past the school had experienced some difficulty in making collections and establishing responsibility for the cost of care to the children admitted. Under the law the trustees are required to determine whether the parents or the town of settlement are responsible to meet the cost of care. Standards were drawn up by the Department and approved by the trustees for use in measuring the ability of parents to pay. These standards, as they should be, were at a somewhat higher level than the usual standards used in General Relief. An agreement has been made whereby the Department takes responsibility for contacting the local board of public welfare in order to interpret the program at the school and the standards established. In this way it was hoped that a better understanding of the problems of these parents would bring about a more liberal approach to the matter by the local agencies and thus relieve the anxiety and frustration of the harrassed parents caused both by the illness of the child and the additional financial burden on the family. We have recently completed one full year of operation under this plan. The results are most heartening. We have been able in every case to work out a satisfactory agreement so that no parent is unduly burdened and the cities and towns are more willingly fulfilling their obligations to the hospital school.

Since our last report we have approved the establishment of five additional Welfare Districts as provided for in Chapter 117, Sections 44 and 45. These Districts may be formed by two or more small towns for the purpose of hiring one or more full-time qualified persons to administer the public assistance program. Districts must employ merit system personnel, and their establishment has, in a small way, alleviated some of the problems we have been experiencing in meeting federal requirements for the administration of Old Age Assistance and Aid to Dependent Children. The following is a list of the six Welfare Districts now in operation:

SOUTHERN FRANKLIN WELFARE DISTRICT	(Towns of Conway, Deerfield, Sunderland, and Whately)
WESTERN FRANKLIN WELFARE DISTRICT	(Towns of Charlemont, Hawley, Heath, and Monroe)
WESTERN HAMPSHIRE WELFARE DISTRICT	(Towns of Chesterfield, Cummington, Huntington, Middlefield, and Northampton)
CENTRAL FRANKLIN WELFARE DISTRICT	(Towns of Ashfield, Colrain, and Shelburne)
CENTRAL ESSEX WELFARE DISTRICT	(Towns of Middleton, Loxford, and Topsfield)
NORTHERN BERKSHIRE WELFARE DISTRICT	(Towns of Cheshire, Clarksburg, Savoy, Plainfield, and Windsor)

The success of the original Welfare District, which completed one full year of operation on April 1, 1950, was in some measure responsible for the interest and willingness of other communities to take advantage of this legislation which has been available for over ten years; however, of more importance in bringing about this new enthusiasm was the untiring efforts of the District Office staffs, the results of the Administrative Case Reviews, and the establishment of Standards for Administration in July 1949.

For a number of years the Department has been endeavoring to meet certain requirements of the Federal Security Agency relative to administration of Old Age Assistance and Aid to Dependent Children under the Merit System. We have been able to achieve compliance with a majority of their requirements by the establishment as of the beginning of the fiscal year of a comprehensive set of regulations and procedures known as "Standards for Administration" which require local agencies to set up personnel practices, plans covering hours of work, sick leave and vacations.





One of the more important factors of the Standards is the establishment of Standards for Size of Staff based on the case load of the agency. Compliance with the Standards is a requirement in order to obtain Federal reimbursement for administration.

During the year, two cities--Dorchester and Revere--have voluntarily placed their Welfare Agents under Civil Service, in addition to the twenty-four towns previously mentioned as having entered Welfare Districts. This is a major step toward meeting Federal requirements but there still remains over 100 board-administered towns which jeopardize the continuance of Federal funds.

Many communities would be willing to forego reimbursement for administration rather than employ Merit System personnel. The problem extends far beyond the mere non-acceptance of Federal reimbursements by small towns. The Federal Government has threatened to withhold all monies, both grants-in-aid and grants for administration unless we employ Merit System personnel.

After more than three years of negotiation between the Department and the Federal Agency and a like amount of study by the Special Commission studying public welfare laws, it has become increasingly evident that legislation will be needed in order that the deviations currently found in the application of the Merit System can be corrected. Toward that end, the Recess Commission has resubmitted its findings in its Fifth Report to the Legislature, House Bill No. 2332.



## SUBDIVISION OF SETTLEMENTS

The Subdivision of Settlements is engaged principally in investigating the settlements of patients admitted to the Tewksbury State Hospital and Infirmary, the various State sanatoria, and the Infirmary Department of the State Farm. In addition, general supervision is given to the activities of the settlement agents attached to each of the District Offices of the Department. The investigation of the settlement status of children admitted to the Massachusetts Hospital School has been decentralized and is carried on in the District Offices.

The Settlement unit is also responsible for representing the Department in litigation between cities and towns and the Commonwealth in matters relating to support and legal settlement.

The following table is a summary of the work accomplished for the year ending June 30, 1950 in the examination and investigation of settlements of persons at the various State institutions. The figures indicate the exact work accomplished during the fiscal year. Consequently the figures appearing in each column are reported independently and can only be totalled vertically.

<u>Institutions</u>	<u>Examina- tions</u>	<u>Orders Issued</u>	<u>Settle- ments Found</u>	<u>No Settle- ment</u>	<u>Orders with- drawn</u>
Tewksbury State Hospital and Infirmary	1687	503	349	166	8
State Farm	5	5	2	3	0
Lakeville State Sanatorium	244	173	160	14	0
No. Reading State Sanatorium	154	81	70	9	0
Rutland State Sanatorium	237	116	87	44	0
Westfield State Sanatorium	<u>113</u>	<u>87</u>	<u>101</u>	<u>7</u>	<u>0</u>
<u>TOTALS</u>	2440	965	769	243	8





## SUBDIVISION OF SOCIAL SERVICE

The Subdivision of Social Service is the medical social service department of the Tewksbury State Hospital and Infirmary. The staff of the Subdivision is located at the Department's central office headquarters in Boston where administrative and intake services are carried out. However, some staff members are in attendance at the hospital daily except Saturdays and Sundays. The Subdivision offers to all patients on admission and throughout their stay at the hospital friendly counsel and assistance in helping them to solve their personal problems. Efforts are made to relieve the anxiety incident to the particular illness of the patient and the prospect of long-term hospitalization. The staff cooperates with the hospital physicians and interprets to them the backgrounds and social situations of the patients which may affect their recovery and return to normal life. A most important part of the activity of the staff centers around the problem of re-establishing patients in the community on discharge from the hospital.

During this fiscal year the Tewksbury State Hospital and Infirmary had a daily average of 1916 patients. The highest census during the year was 2042, and the lowest 1782. The average census was virtually the same as in the previous year. During the year, 1568 patients were admitted, of whom 184 were former patients. 1332 discharges occurred. On June 30 there was a total of 1789 patients, 1200 of whom were in the hospital for acutely or chronically ill persons, 376 of whom were in the wards for insane patients, and the remainder of whom were domiciliary patients not requiring hospital care.

### STATUS OF INSANE PATIENTS AT TEWKSBURY

Through the efforts of the Board of Trustees, Chapter 441 of the Acts of 1950 was passed by the legislature in May. Under this law no insane persons may hereafter be admitted or transferred to Tewksbury. However, 376 patients suffering with mental disorders are still housed at Tewksbury under the jurisdiction of the Department of Mental Health. It is most desirable that the Mental Health Department should provide for these patients in other institutions of the Commonwealth. The majority of the present group of mental patients are aged persons suffering from senility, but there is a small group for whom modern psychiatric treatment might be beneficial and who are deprived of such treatment since the hospital does not have a psychiatrist on the staff. If the Department of Mental Health could arrange the transfer of the mental patients at Tewksbury to state hospitals for the mentally ill, over 370 beds for chronically ill persons would be made available. During the year it has been necessary to place many chronically ill applicants for admission to the hospital on waiting lists because of the lack of availability of beds. For more than five years it has been necessary to maintain a waiting list for admission to the women's hospital wards.

### MEN'S SERVICE

On June 30, 1950 there were approximately 900 men, consisting of the aged, some ill with the diseases of old age, others unemployable because of age, middle-aged men with chronic illnesses, some of which might have been prevented if the early symptoms had been diagnosed and treated, the physically handicapped who are too crippled to be rehabilitated and who have lost their ambition and skills in the years of physical and mental inactivity, and the men with alcoholism. Many of the latter have been drinking for years and have become unemployable, going from one institution to another seeking temporary shelter for their infirmity, and others still physically strong and capable of work, cannot accept total abstinence for more than a short period. For these alcoholics a leader from the Alcoholics Anonymous generously has had a group of men meeting with him throughout the winter months and it is hoped that some may have been helped to more stable living.





Unfortunately Tewksbury has not been able to attack the problem of alcoholism with a well-rounded program because of the lack of psychiatric staff and technical equipment but it has treated the men as chronically ill persons needing good medical care, good food, regular occupation and social case work. Full use is made of the Chaplain staff and the services of Alcoholics Anonymous. As a result, the men are physically fit when ready for discharge and in some instances have definitely improved mentally and become self-sustaining, but far too often they return in a short time for further treatment and protection. If Tewksbury is to continue to receive these men, a more vigorous and modern program with psychotherapy should be available for their rehabilitation. ✓

The question frequently raises as to why so many well elderly men prefer to remain at Tewksbury rather than to receive Old Age Assistance for which some are eligible. The answer would seem to be that they enjoy the security and the sociability of the institution. Thirty-one men were established on Old Age Assistance, and twenty men were recommended for General Relief in the community. Jobs were found for two hundred—the more able-bodied younger men went out to find their own jobs, and a few of the physically handicapped persons were rehabilitated.

#### WOMEN'S SERVICE

There were in the women's wards on June 30, 1950, 296 patients. Approximately 200 of the women were in the hospital section for chronic or terminal illness, 40 in the maternity and prenatal ward and 60 in the convalescent and custodial wards where the patients are ambulatory. During the year there has been a waiting list of 53 women for hospital beds. Some cases are more urgent than others. As a vacancy occurs the social worker who receives all applications for women and children determines the eligibility, and after a conference with the physician makes arrangements for the admissions in accordance with the medical and social needs.

The case load of the social workers on the women's service varies with the type of case. Those who service the prenatal and maternity wards carry fewer cases since the social problems of unmarried mothers require intensive investigation, careful planning, and follow-up care in the community. The workers with the chronically ill and older patients carry larger case loads as there are generally fewer immediate problems and a longer time in which to plan or arrange for the discharge of the patient or to help her make the adjustment to terminal illness.

Long-time chronic illness presents many social and emotional problems involving discouragement, resistance to treatment, loneliness, anxiety over family affairs and frustration, all of which require the combined services of the physician, the nurse, the social worker, and the chaplain if the patients are to be benefitted by their stay in the hospital or are slowly and gradually to be helped to accept the limitations of illness. Women alcoholics have been accepted, in some instances, as chronically ill, but after a few months when their general physical conditions have improved, they become restless and insist on discharge. As yet there is no community plan or service for adequate medical or psychiatric care available to these women except at the women's Reformatory, which very often is not the solution of their problem.

#### CHILDREN

On June 30, 1950 there were 172 minor children in the wards; 117 children were in the children's hospital wards, 22 older sick and mentally deficient boys were in the men's hospital, 13 older girls were in the maternity unit, 6 were in the women's hospital and 9 newborn babies were in the maternity nursery.





Of the 117 children in the children's hospital, 93 were mentally defective and physically incapacitated due to mongolism, hydrocephalus, brain injuries, malformations, other anomalies and handicaps, and for them there is no future outside an institution. There are on the waiting list at this time 60 applications for the admission of mentally defective infants whose families are unable to provide for them in expensive private boarding homes, and whose presence in their own homes are causing tragic situations for the parents and other children in the families. The facilities available for the care of these children are always used to capacity. During the year it was possible to accept 12 new patients from the waiting list. It is hoped that these children will be transferred to the institutions of the Department of Mental Health as soon as new facilities for the care of mentally defective children are available.

The 24 babies in the well-baby nursery of the children's hospital and the 9 well babies in the maternity nursery will be discharged either in the care of their mothers, or will be placed at board in foster homes by the Division of Child Guardianship. Of the total number of 172 minors, 29 are wards of the Division of Child Guardianship—27 of whom are mentally defective—and 17 are wards of the Youth Service Board—15 of whom are girls accepted for confinement.

In the fall of 1949 the Youth Service Board resumed the practice of its predecessor in making use of the facilities of the hospital for all minor ailments, for diagnostic study, and for limited treatment of children committed to, or already in, its care. Children needing specialized service will continue to be sent to the specialized hospitals. Seventy-three children—49 girls and 24 boys—have been received for study and treatment for such diagnoses as congenital lues, tonsillectomies, varicose veins, pregnancy, hernia, pyelitis, diabetes, hyperthyroidism, fallen arches, and rheumatic heart disease.

#### SERVICES IN THE COMMUNITY

The Sub-Division of Social Service offers counsel and assistance to many ex-patients of Tewksbury State Hospital and Infirmary who frequently come to the Central Office to talk over their problems of health, medical care, housing, employment, family situations and their children. The social workers are constantly asked for advice and frequently visit those who are in the process of rehabilitation of becoming self-sustaining individuals. The statistical reports indicate the number of persons to whom such continuing service has been given for short or long periods.

The social agencies, both public and private, ask information and advice not only for admission to Tewksbury but on social and health problems and resources for the aged, the chronically ill, mentally and physically handicapped children, socially delinquent girls, homeless and alcoholic men. Often as a result of these inquiries, it is determined that a better solution of the individual's problems can be found in the resources of the community rather than through the Social Service Division.

Another function of the Sub-Division is to provide transportation funds to persons from other states who become stranded and desire to return home. The greatest number of transients are found in the Boston area. Arrangements have been worked out so that out-of-state investigations and verifications made by the Travelers Aid, the Family Society, and the Courts are acceptable. Formerly, transients were either placed on public assistance or admitted to Tewksbury while the Department was engaged in lengthy interstate correspondence. These agreements have eliminated the need of assistance and have facilitated the return of the person to his home.





## FRIENDS OF TEWKSBURY

At the invitation of the Board of Trustees in June 1949, twenty-five women from the cities and towns surrounding Tewksbury were asked to meet at the Hospital with the Chairman and Superintendent to organize the "Friends of Tewksbury", an auxiliary of women who would be interested in Tewksbury State Hospital and Infirmary, not only to bring extra services and entertainment to the patients but to help interpret the function of this great general hospital to the public. A small committee was appointed and was asked to plan an organization meeting which took place on November 2, 1949 with over fifty persons present. They heard a short history of the Hospital and the need for an auxiliary, as presented by the Superintendent of the Hospital, Superintendent of Nurses, and Supervisor of Social Service. The By-Laws submitted by the Organization Committee were accepted and officers were elected for the coming year. There are forty-nine charter members of the "Friends of Tewksbury".

At the May meeting of the "Friends of Tewksbury" seventy-five persons attended and heard the reports of the winter activities. Fifty persons had volunteered and had come regularly once or twice a month. They have made many friendly bedside visits to the bed-bound patients and arranged entertainments in the chapel and in the wards. These kindly services have given much pleasure to the patients who have made new friends and have developed new thoughts and interests. The visits by the "Friends of Tewksbury" are looked forward to by the patients. Some of the services they have been providing include reading to the blind and infirm, floral decorations, instruction in rug-making, stencilling, knitting and crocheting, and assistance to the librarian, not only in providing books at the bedside of the patients, but also by mending books and magazines in the library itself. Various types of entertainment in the chapel and in the wards, including choral groups from Phillips, Abbot, and Keith Academies, have all contributed to the entertainment of the individual patients and to the improvement of the social activities of the hospital.

The Administration and the patients have sincerely appreciated these many delightful occasions and individual services and look forward to another year of friendly services from the many persons who are interested to give time regularly to serve the individual needs of the sick and who have the vision and imagination to see that such service can help to regain, for many, new interests in living.





Left against advice - - - - -12



Age of Admissions of Men and Boys

15 - 20 yrs.	55
21 - 39 yrs.	79
40 - 60 yrs.	532
Over 60 yrs.	508

Diseases of Men and Boys on Admission

15 - 20 yrs.	Miscellaneous Disease	55
21 - 39 yrs.	Miscellaneous Disease	51; Alcoholism 13; T.B. 3; Multiple Sclerosis 2; Cardiac 5; Mental 1; No Disease 4.
40 - 60 yrs.	Alcoholism 98; Arter. 59; T.B. 3; Parkinson 4; Cardiac 28; Arthritis 3; Cancer 23; Epilepsy 2; Syphilis 1; No Disease 31; Other Diseases	280.
Over 60 yrs.	Alcoholism 70; Arterio. 196; Cardiac 67; Cancer 11; Senility 44; Blindness 1; Mental 1; No Disease 42; Other Diseases	156.

Sources of Admissions of Men and Boys

Boards of Public Welfare	608
City Institutions Dept. (Boston)	614
Hospital School	2
State Farm	4
Lakeville Sanitarium	1
Grafton State Hospital	1
Youth Service Board	24

Discharges - Men and Boys

Relatives	58	State Farm	8
Employment	203	Wrentham State School	4
Old Age Assistance	31	Other Hospitals	13
General Relief	19	Court	13
Boards of Public Welfare (Settled)	56	Probation Officers	3
Youth Service Board	19	Private Agencies	3
Mental Hospitals	34	Out of State	9
Rutland State Sanitarium	12	Without investigation	373
Pondville Hospital	10	Absconded and left against advice	359

SERVICES TO MEN

Tewksbury State Hospital and Infirmary	
Patients Receiving social service care	1091
Unrecorded services to patients	3750





SERVICES TO PERSONS IN THE COMMUNITY

Women and Girls:

Former patients receiving advice and assistance in the year .....	303
New applications received at office .....	388
Accepted for admission to T.S.H. & I. ....	88
For service in community .....	50
Referred to public agencies .....	93
" " private " .....	33
" " other resources .....	55
Accepted for service from D.C.G. ....	13
" " " " Y.S.B. ....	9
" " agencies for transportation .....	37
	<u>388</u>

TOTAL ..... 691

Men:

Former patients receiving advice and assistance in the year .....	320
Applications received at office .....	894
" " from B.P.W. ....	222
" " " private agencies .....	150
" " " court .....	4
" " " individuals .....	53
Accepted for admission to T.S.H. & I. ....	215
Referred to local B.P.W. ....	141
" " private agencies .....	91
" " court .....	4
Accepted for transportation to other States .....	14
	<u>894</u>

TOTAL ..... 1214

Applications received at City Institutions Department .....	810
Accepted for admission to T.S.H. & I. ....	544
Referred to local B.P.W. - settlement acknowledged .....	98
" for G.I. to B.P.W. ....	37
" to private agencies .....	43
" to Veterans' Agencies .....	32
" to relatives .....	7
" to employment .....	9
" to Travelers' Aid .....	40
	<u>810</u>

TOTAL ..... 810



# SUBDIVISION OF APPEALS

The Subdivision of Appeals is charged with the responsibility for conducting fair hearings and rendering decisions as required by the Social Security Act, and Chapter 118 and Chapter 118A of the General Laws of Massachusetts, affecting the categories of Old Age Assistance and Aid to Dependent Children. During the year a total of 2169 appeals were filed by applicants for and recipients of aid under the two programs--1891 in Old Age Assistance and 278 in Aid to Dependent Children. This is an increase of 13% in Old Age Assistance and 31% in Aid to Dependent Children over the figures for the prior year. In Old Age Assistance, 1165 decisions were rendered and of this number approximately 24.5% were approved. This is a lower average of approvals than in previous years. In Aid to Dependent Children, 194 decisions were rendered and of this number 31.9% were approved. This is about the average figure of prior years in this category of relief.

One noticeable factor during the past year was the large increase in the number of cases involving the difficult problems of transfers of property, both real and personal, disposal of real and personal property, and the situation requiring an explanation of the disposal of funds, either personal property or cash from the sale of real property within the five years prior to the date of application. The increase in these types of cases would appear to be prevalent not only in Massachusetts, but on a nationwide basis, as bulletins issued by the Federal Security Agency show that the same pattern is occurring in nearly every section of the country. The agencies charged with the responsibility of administering the programs of Old Age Assistance and Aid to Dependent Children have progressed to the point where the ordinary case presents very little difficulty, but the technical factors involved in the different phases of disposal of property (real and personal) results in a situation which eventually is cleared only through the appeal process. It would appear that the Subdivision of Appeals will face an increasing number of these difficult cases which are technical and time-consuming, and can only be solved by considerable study and effort on the part of the referee assigned to such cases.

The following are the statistics relative to the appeals for the year ending June 1950. These statistics show interesting trends and bear out the contention that the local administrative agencies have been functioning well as the percentage of approvals which countermand the action of local boards are very low in comparison with the total number of appeals received.

<u>OLD AGE ASSISTANCE APPEALS</u>		<u>Chapter 118A, Sec. 3</u>
NUMBER OF APPEALS PENDING JUNE 30, 1949		204
NUMBER OF APPEALS RECEIVED DURING ABOVE PERIOD		1891
NUMBER OF APPEALS SCHEDULED FOR HEARING		1705
NUMBER OF HEARINGS HELD		1410
<u>APPEALS ACTED UPON:</u>		
DENIED		879
APPROVED		286
WITHDRAWN (Prior to hearing)		358
(At hearing)		245
DID NOT APPEAR at scheduled hearing		62
CLOSED for various reasons		49
DIED		8
	CASES DISPOSED	1887
NUMBER OF APPEALS PENDING JUNE 30, 1950		208





REASONS FOR DENIALS BY SUBDIVISION OF APPEALS:

Present allotment meets budget of need	444
Sufficient resources	145
Excessive resources	14
Transfer of property (real and personal)	67
Unsatisfactory explanation of the expenditure of funds	107
Lack of proof of essentials (age, citizenship and residence)	42
Not deserving	13
Request for retroactive payment	7
Fraud	3
Ownership of property upon which not residing	11
Not in need	15
Other	11
TOTAL	879

AID TO DEPENDENT CHILDREN

Chapter 118, Sec. 8

NUMBER OF APPEALS PENDING JUNE 30, 1949	27
NUMBER OF APPEALS RECEIVED DURING ABOVE PERIOD	278
NUMBER OF APPEALS SCHEDULED FOR HEARING	270
NUMBER OF HEARINGS HELD	227

APPEALS ACTED UPON

DENIED	132
APPROVED	62
WITHDRAWN (Prior to hearing)	40
(At hearing)	19
DID NOT APPEAR at a scheduled hearing	7
CLOSED for various reasons	10
CASES DISPOSED	270

NUMBER OF APPEALS PENDING JUNE 30, 1950	35
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REASONS FOR DENIALS BY SUBDIVISION OF APPEALS:

Present allotment meets budget of need	67
Excess personal property	5
Unsatisfactory explanation of expenditure of funds	5
Sufficient resources	16
Failure to cooperate with local agency	2
Question of fitness of parent	8
Not deprived of parental support	6
TOTAL	109



A N N U A L   R E P O R T

FOR THE YEAR ENDING June 30, 1950

BUREAU OF RESEARCH AND STATISTICS

INSPECTION OF LOCAL INFIRMARIES

INSPECTION OF PUBLIC LODGING HOUSES

RECOMMENDATIONS FOR LEGISLATION





## BUREAU OF RESEARCH AND STATISTICS

The function of the Bureau of Research and Statistics is to collect, compile, analyze, and publish statistical data relative to the various public assistance programs administered or supervised by the Department. The type of data falls into two principal classes, routine and special. Included in the first class are the monthly, semi-annual, and annual reports required by the Federal Security Agency in connection with the administration of Titles I and IV of the Social Security Act - "Grants to States for Old Age Assistance" and "Grants for Aid to Dependent Children", respectively. In this group also are all reports on the General Relief program, administered under the laws of the Commonwealth and the regulations of the Department of Public Welfare.

The second class comprises special research projects and more detailed studies in particular fields of need, developed either for use by the Department or the Social Security Board or in response to requests by local communities or by such organizations as chambers of commerce, tax-payers associations, private welfare agencies, and universities. Other special reports provide information pertinent to the probable effect on the case load and the estimated cost to the Federal, State and local agencies of various bills filed before the Legislature.

Numbered among the special studies for the fiscal year ending June 30, 1950 are the following:

### A. Relating to Public Assistance Programs

A study reviewing interviews as reported to the Department by cities and towns for June, July, and August 1949. This study was made for the purpose of examining the result of the work unit method of cost allocation under the new plan initiated July 1, 1949.

A study of the costs of medical care for recipients of Old Age Assistance in Massachusetts including detailed analyses of hospital care, physicians' services, visiting nurse care, out-patient department visits, and miscellaneous medical services.

A cost analysis to determine whether for certain chronic hospitals a higher per diem rate should be established for public assistance patients.

A study of the effect in amount of Federal, State, and local shares of public assistance payments by a change in the Federal matching as proposed in H R 6000.

A study of the number of Old Age Assistance recipients living outside of Massachusetts in February 1950, relative to the Department's entering into reciprocal agreements with other States.

A study of a sample of Old Age Assistance recipients accepted during April 1949 and still active in March 1950 to determine the proportion in receipt of Old Age and Survivors Insurance benefits, the effect of proposed liberalization of Old Age and Survivors Insurance benefits on their Old Age Assistance status. A further study was made of those recipients who were not Old Age and Survivors beneficiaries to discover



why they were ineligible, involving for those who had been employed a complete review of employment history from 1937 through the date of last employment. This is part of a nationwide study undertaken by the Social Security Administration.

## B. Relating to the Division of Child Guardianship

An evaluation of the work of the Boston Office Reception Unit to provide a basis for discussion of its continued operation as a separate unit.

An analysis of families wanting to adopt children and of children ready for adoption to uncover the difficulties in placing children for adoption by matching certain characteristics.

Some observations on the inroads into professional time made by clerical work required of social workers.

An inquiry of the advantages of establishing an inclusive rate of payments to foster mothers based on budgeted needs of a child.

A count of institutional placements by visitor and institution as a basis of discussion to transfer placement responsibility to the district office in or near which the institution lies.

## C. General

The publishing of a monthly bulletin, entitled "Massachusetts Welfare", supplying statistical data on Old Age Assistance, Aid to Dependent Children, General Relief and State services to children. This bulletin resumes and takes the place of the former semi-annual and annual bulletin covering the same subjects.

A survey of salaries and working conditions in social work positions in Public Welfare Agencies in cooperation with the Bureau of Labor Statistics and Federal Security Agency.

### Statistical Data on Public Assistance for the fiscal year ending June 30, 1950

The number of cases receiving assistance in each of the three categories continued to rise following the trend which began in August 1945. Assistance expenditures also increased, due in part to the increase in case loads and in part to the granting of four dollars per month to Old Age Assistance cases for leisure time activities beginning in December 1949.

### SUMMARY OF PUBLIC ASSISTANCE FOR THE YEAR ENDING JUNE 30, 1950

	<u>Average monthly</u>		<u>Expenditure</u>		<u>Administration (State and Local)</u>
	<u>case load</u>	<u>payment</u>	<u>Total</u>	<u>Assistance</u>	
Total	xxx	xxx	\$117 928 118	\$111 150 872	\$6 777 246
OAA	97 869	\$ 63.84	80 080 852	76 064 997	4 015 855
ADC	12 736	113.50	18 544 242	17 607 740	936 502
GR	24 403	53.06	19 303 024	17 478 135	1 824 889





A COMPARISON OF PUBLIC ASSISTANCE CASE LOADS AND EXPENDITURES FOR THE FISCAL YEAR  
ENDING JUNE 30, 1940 and JUNE 30, 1950

Average Monthly Case Loads

Category	Year ending		Change	
	June 30, 1950	June 30, 1949	Case load	Percent
Old Age Assistance	97 869	91 119	+ 6 750	+ 7.4
Aid to Dependent Children	12 738	10 878	+ 1 860	+ 17.1
General Relief	24 403	18 475	+ 5 928	+ 32.1

Total Direct <sup>1/</sup> and Indirect <sup>2/</sup> Expenditures

Category	Year ending		Change	
	June 30, 1950	June 30, 1949	Expenditure	Percent
Total	\$111 150 872	\$92 514 225	+ \$18 636 647	+ 20.1
Old Age Assistance	76 064 997	65 766 516	+ 10 298 481	+ 15.7
Aid to Dependent Children	17 607 740	14 532 597	+ 3 075 143	+ 21.2
General Relief	17 478 135	12 215 112	+ 5 263 023	+ 43.1

Average monthly payment <sup>3/</sup> per case

Category	Year ending		Change	
	June 30, 1950	June 30, 1949	Amt. per case	Percent
Old Age Assistance	\$63.84	\$ 59.35	+ \$4.49	+ 7.6
Aid to Dependent Children	113.50	110.46	+ 3.04	+ 2.8
General Relief	53.06	48.47	+ 4.59	+ 9.5

<sup>1/</sup> Direct payments are those made to individual recipients.

<sup>2/</sup> Indirect payments are those made to vendors for goods or services rendered recipients.

<sup>3/</sup> O.A.A.-A.D.C. based on direct expenditures; G.R.-based on the total of direct expenditures and indirect expenditures for maintenance.



A COMPARISON OF FEDERAL, STATE AND LOCAL PARTICIPATION IN PUBLIC ASSISTANCE  
EXPENDITURES FOR THE FISCAL YEARS ENDING JUNE 30, 1949 AND JUNE 30, 1950

Estimated Participation

	Year ending				Change	
	June 30, 1950		June 30, 1949			
	Amount	Percent	Amount	Percent	Amount	Percent
<u>Three categories</u>						
Total	\$111 150 872	100.0	\$92 514 225	100.0	+ \$18 636 647	+ 20.1
Federal	38 564 914	34.7	33 730 803	36.5	+ 4 834 111	+ 14.3
State	40 554 467	36.5	33 212 075	35.9	+ 7 342 392	+ 22.1
Local	32 031 491	28.8	25 571 347	27.6	+ 6 460 144	+ 25.3
<u>Old Age Assistance</u>						
Total	76 064 997	100.0	65 766 516	100.0	+ 10 298 481	+ 15.7
Federal	33 504 377	44.0	29 565 552	45.0	+ 3 938 825	+ 13.3
State	30 769 470	40.5	25 582 015	38.9	+ 5 187 455	+ 20.3
Local	11 791 150	15.5	10 618 949	16.1	+ 1 172 201	+ 11.0
<u>Aid to Dependent Children</u>						
Total	17 607 740	100.0	14 532 597	100.0	+ 3 075 143	+ 21.2
Federal	5 060 537	28.8	4 165 251	28.7	+ 895 286	+ 21.5
State	5 869 247	33.3	4 844 199	33.3	+ 1 025 048	+ 21.2
Local	6 677 956	37.9	5 523 147	38.0	+ 1 154 809	+ 20.9
<u>General Relief</u>						
Total	17 478 135	100.0	12 215 112	100.0	+ 5 263 023	+ 43.1
Federal	0	0.0	0	0.0	0	0.0
State	3 915 750	22.4	2 785 861	22.8	+ 1 129 889	+ 40.6
Local	13 562 385	77.6	9 429 251	77.2	+ 4 133 134	+ 43.3





ADMINISTRATIVE EXPENDITURE DURING THE FISCAL YEAR ENDING JUNE 30, 1950

A. By category

	Total	State Office	Local Office <sup>1/</sup>
Total	\$6 777 246	\$857 810	\$5 919 436
Old Age Assistance	4 015 855	591 997	3 423 858
Aid to Dependent Children	936 502	164 046	772 456
General Relief <sup>2/</sup>	1 824 889	101 767	1 723 122

B. By item of expense

	Amount	Percent
Total	\$6 777 246	100.0
Salaries	5 798 059	85.6
Other current expense	921 570	13.6
Purchase of plant and equipment	57 617	.8

C. By participation

	Amount	Percent
Total	\$6 777 246	100.0
Federal	2 456 750	36.3
State	482 744	7.1
Local	3 837 752	56.6

<sup>1/</sup> Partially estimated

<sup>2/</sup> Overstated. All non-matchable expenses on Old Age Assistance and Aid to Dependent Children for July-December are included



REASONS FOR OPENING PUBLIC ASSISTANCE CASES FOR THE FISCAL YEAR ENDING JUNE 30, 1950

Reasons for Opening	Total Cases Opened					
	O.A.A.		A.D.C.		G.R.	
	Number	Percent	Number	Percent	Number	Percent
Total cases opened	20 753	100.0	5 098	100.0	39 003	100.0
A. Change in economic circumstances during last six months because of						
1. Discontinuance of unemployment compensation benefits to persons in home	1 192	5.7	74	1.5	2 738	7.0
2. Loss of employment or decreased earnings of person in home	6 186	29.8	1 301	25.5	25 864	66.3
3. Loss or decrease of contributions from persons outside home	1 345	6.5	164	3.2	688	1.8
4. Loss of wage-earner by death or absence	265	1.3	2 431	47.7	2 157	5.5
5. Loss of military benefits by person in home	103	.5	24	.5	222	.6
6. Depletion of savings	7 504	36.2	197	3.8	2 113	5.4
7. Other	863	4.2	143	2.8	3 121	8.0
B. No material change in Economic Circumstances during last six months						
1. Attained technical eligibility	1 916	9.2	263	5.2	49	.1
2. Discontinuance of another type of public or private aid	624	3.0	312	4.1	534	1.4
Other	755	3.6	289	5.7	1 522	3.9





REASONS FOR CLOSING PUBLIC ASSISTANCE CASES FOR THE FISCAL YEAR ENDING JUNE 30, 1950

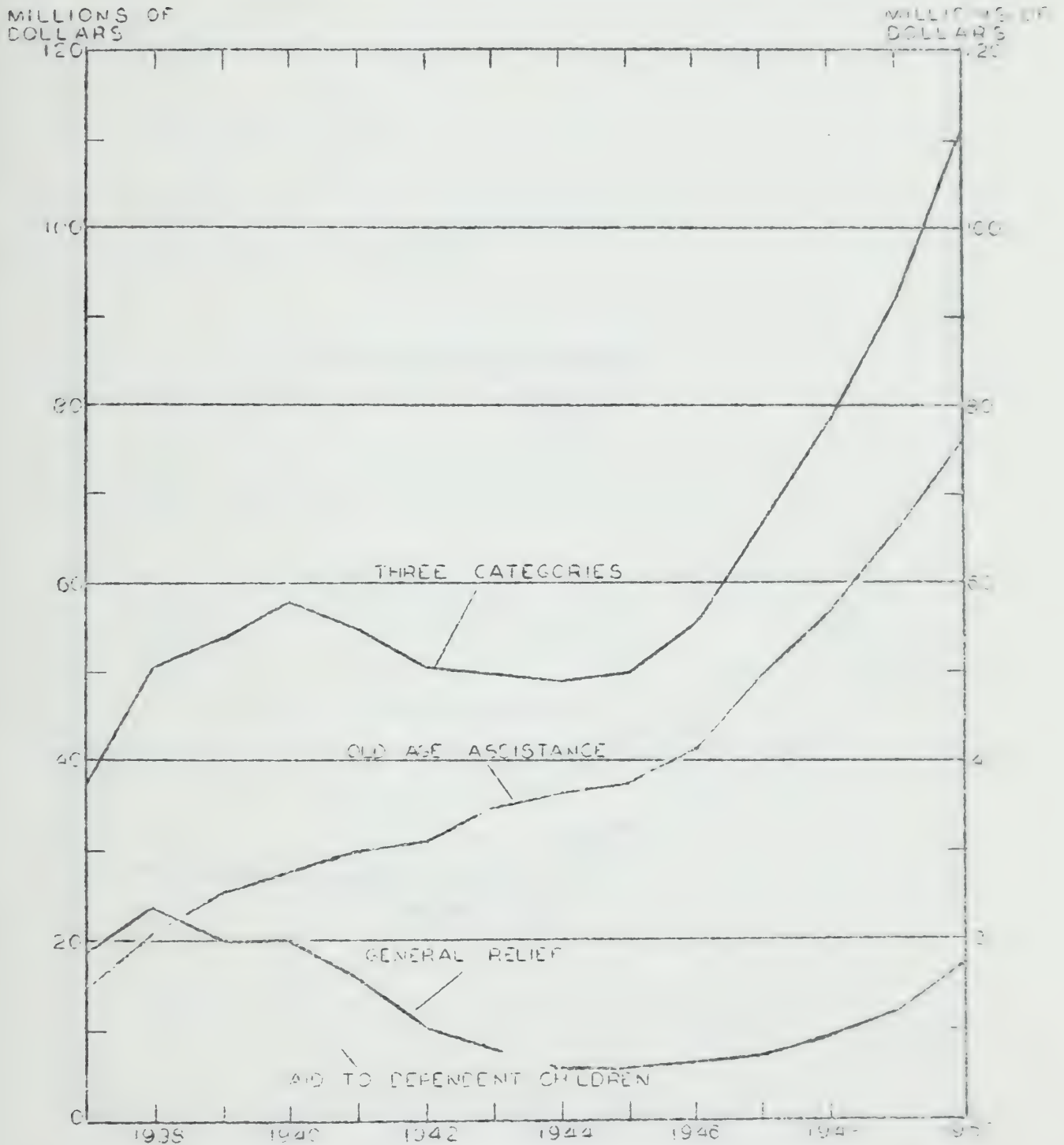
Reasons for Closing	Total Cases Closed					
	O.A.A.		A.D.C.		G.R.	
	Number	Percent	Number	Percent	Number	Percent
Total cases closed	12 825	100.0	3 411	100.0	36 130	100.0
Death	8 615	67.2	42	1.2	1 001	2.8
Employment	638	5.0	905	26.5	22 308	61.6
Support by remarriage of parent			156	4.6		
Receipt of Military benefits	20	.2	27	.8		
Increased support from persons in or out of home	589	4.6	267	7.8		
Loss of eligibility for reasons other than decreased need	690	5.4	1 337	39.2		
Admitted to institution	892	6.9	65	1.9	1 499	4.1
Receipt of other public or private aid	248	1.9	54	1.6	4 219	11.7
Receipt of aid from another State	581	4.5	194	5.7		
Other reason	552	4.3	364	10.7	7 153	19.8



PUBLIC ASSISTANCE IN MASSACHUSETTS

ANNUAL EXPENDITURES

FISCAL YEARS ENDING JUNE 30, 1937 — 1950



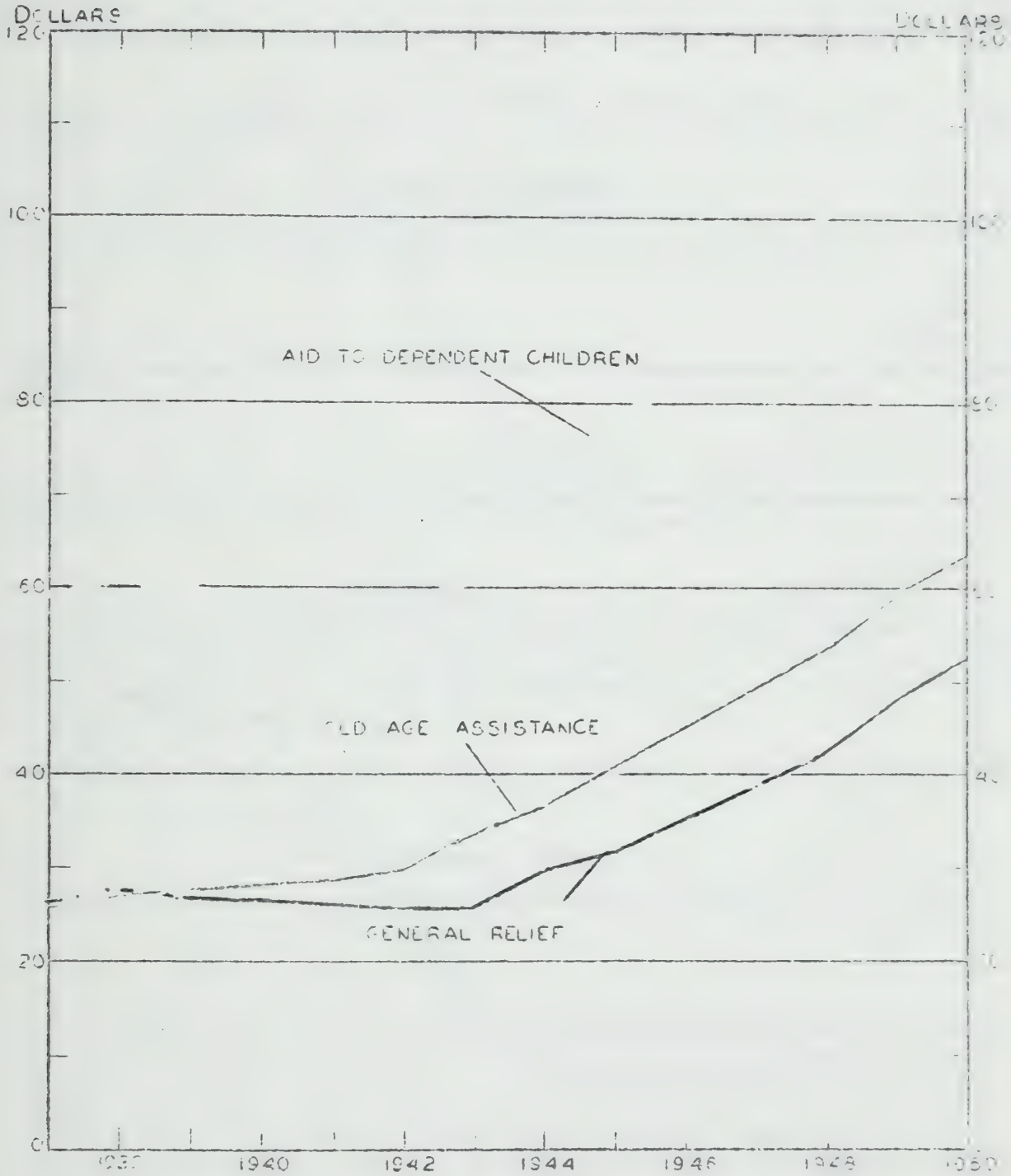




PUBLIC ASSISTANCE IN MASSACHUSETTS

AVERAGE MONTHLY PAYMENTS

FISCAL YEARS ENDING JUNE 30, 1937—1950

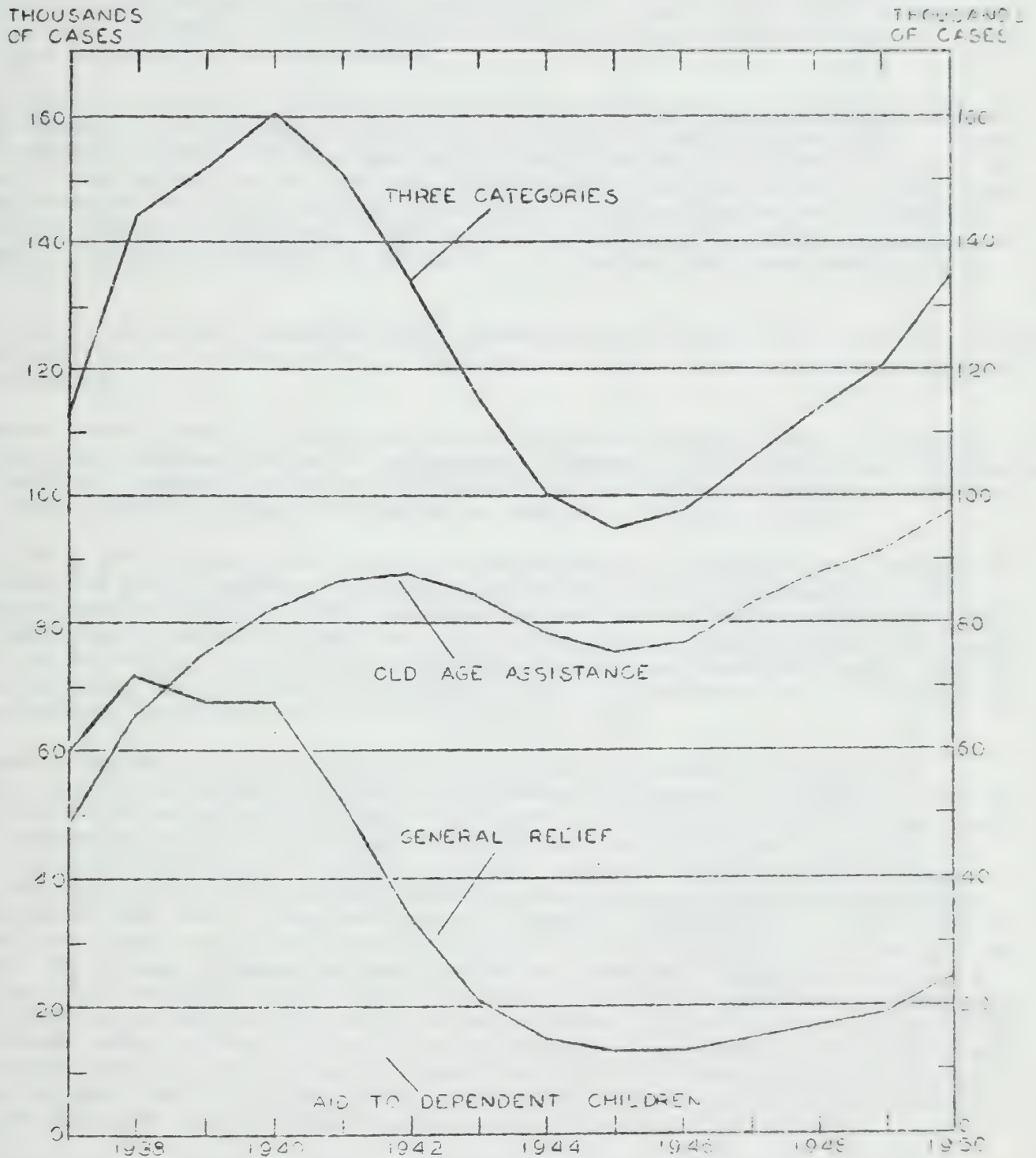




# PUBLIC ASSISTANCE IN MASSACHUSETTS

AVERAGE MONTHLY CASELOAD

FISCAL YEARS ENDING JUNE 30, 1937 — 1950







### INSPECTION OF LOCAL INFIRMARIES

The General Laws provide in sections 77 and 22 of Chapter 121 that the Department shall inspect all local infirmaries annually and send to the local board of public welfare a report of the inspection. The Department inspectors, who are registered nurses, visited each local infirmary in the Commonwealth.

At the close of the fiscal year there were 72 local infirmaries in operation. Included in this number is the Infirmary Section of the Springfield Municipal Hospital. Since this hospital is licensed by the Department of Public Health, it had been dropped from the list of infirmaries to be inspected. However, the Department of Public Health asked the Department to continue to inspect the section of the institution used exclusively as the City Infirmary. The Long Island Hospital in Boston is no longer included as an infirmary. The Town Infirmaries of Brookline and Townsend were closed during this fiscal year.

During the course of the inspection, many improvements were noted in the available facilities, most of which were of a minor nature. There still remains a large area for improvement and development.

The report of the inspection submitted to the local board of public welfare includes suggestions and recommendations for improvement. However, the Department has no authority under the law to enforce its recommendations nor jurisdiction when deviations from law or the usual accepted standards for safety or sanitation are encountered.

The following are among the most often repeated suggestions contained in our reports to local boards of public welfare: "General plant improvements appear necessary"; "the presence of chronically ill patients suggests the need for additional trained personnel"; "additional fire prevention precautions and more regular inspections by the Fire Department"; "use of surplus commodities available from the Federal Government would tend to improve the menus without increasing the cost"; and "more extensive use of occupational and recreational facilities or the establishment of them".

Each year it becomes more apparent that the assignment of a social worker to the infirmary would prove beneficial both to the cities and towns and the inmates. A social worker on a full-time or part-time basis might prove beneficial in rehabilitating many of the younger and able-bodied inmates and would undoubtedly alleviate a situation brought on by evictions which is reaching in some instances a point of public shame. In the past few years evicted families including many children have been landed into infirmaries for the lack of other shelter on a strictly temporary basis. Many of these families have had no success in obtaining housing and have remained for periods in excess of a year and in some instances eviction proceedings have been employed by the town officials. The conditions under which families and especially children are required to live in some infirmaries is deplorable. A social worker familiar with the resources of the community would be able to offer these families the encouragement and guidance they need in overcoming the demoralizing situation into which they have been placed through no fault of their own. It appears that a more active approach to the problem both by the cities and towns and the families would bring about an earlier solution.

Infirmary superintendents and local authorities have been made aware of the changes anticipated in the Social Security Act which will permit the payment of Old Age Assistance to patients in public medical institutions. Such a change is contained in Federal House Bill No. 6000 which has been accepted by the lower house and which will undoubtedly be passed later in the current session by the U.S. Senate. As the bill is now written, the indication is that not all persons in public institutions will be eligible but only those who are receiving medical care.



Since we are considering the possibilities under a bill not yet enacted into law, it is not possible to forecast the contents of the finally enacted bill nor the interpretations to be placed thereon by the Federal Security Agency. Nonetheless, cities and towns operating infirmaries should be making plans for the improvement of facilities and medical services against the day when they might qualify to receive recipients of Old Age Assistance.

In this connection it is interesting to note that of the 74 infirmaries visited, only 23 employed a registered or graduate nurse. Only 13 of the infirmaries employing at least one nurse accept bed patients; while 7 infirmaries with no nursing staffs accept bed patients. The acceptance of bed patients in institutions which do not employ a nursing staff is a highly questionable practice.

An additional conclusion reached as a result of these inspections is that costs are making it impracticable to operate a small infirmary effectively and efficiently. More emphasis should be put upon the establishment of large regional infirmaries to be shared by a number of towns such as the infirmary in Charlton now operated jointly by 26 communities.





Capacity, Largest Census and Percentage of Occupancy in the 74 Local  
Infirmaries in Massachusetts, for the Fiscal Year  
1950

Infirmary	Capacity	Largest Census	Percentage Occupancy	Infirmary	Capacity	Largest Census	Percentage Occupancy
Total	4670	3686	78.9				
Andover	12	10	83.3	*New Bedford	220	140	63.6
Athol	15	16	106.7	*Newburyport	48	32	66.7
Attleboro	26	20	76.9	*Newton	41	29	70.7
Ayer	7	4	57.1	North Adams	37	30	81.1
Barnstable	40	13	32.5	North Andover	12	10	83.3
Barnes	18	18	100.0	*North Attleboro	21	20	95.2
Beverly <sup>2/</sup>	23	23	100.0	North Brookfield	16	15	93.8
Bainbridge	17	8	47.1	Northampton	28	29	103.6
Brookline <sup>3/</sup>	25	20	80.0	Northbridge	35	20	57.1
Cambridge	241	208	86.3	Palmer	18	14	77.8
Charlton	53	42	79.2	Peabody	50	40	80.0
Chicopee	140	114	81.4	Pittsfield	100	96	96.0
Clinton	20	19	95.0	Plymouth	30	12	40.0
Dedham	24	20	83.3	Provincetown	14	7	50.0
Easthampton	31	15	48.4	Quincy	44	28	63.6
Fairhaven	14	13	92.9	Rockland	36	26	72.2
Fall River	300	223	74.3	*Salem	75	75	100.0
Falmouth	12	10	83.3	Somerset	8	4	50.0
Fitchburg	60	59	98.3	*Somerville	70	68	97.1
Florence	65	54	83.1	South Hadley	18	14	77.8
Framingham	75	72	96.0	Southbridge	22	18	81.8
Foxboro	132	132	100.0	Spencer	20	13	65.0
Framingham	250	171	68.4	Springfield	234	179	76.5
Greenwich	50	25	50.0	Stoneham	30	22	73.3
Haverhill	500	329	65.8	*Taunton	65	48	73.8
Hingham	157	153	97.5	Townsend <sup>3/</sup>	10	4	40.0
Holyoke	75	58	77.3	Uxbridge	21	19	90.5
Lowell	12	10	83.3	Wakefield	25	20	80.0
Malden	20	15	75.0	*Waltham	74	71	95.9
Methuen	30	28	93.3	Ware	24	14	58.3
Middleboro	19	8	42.1	Watertown	16	13	81.3
Milford	50	40	80.0	Webster	45	40	88.9
Milton	40	27	67.5	Westfield	50	29	58.0
Morristown	30	27	90.0	Westford	14	14	100.0
Morris	46	46	100.0	Westport	9	7	77.8
Morris	16	10	62.5	Woburn	20	10	50.0
Nantucket	40	21	52.5	Worcester	385	307	79.3

<sup>1/</sup> Evicted families temporarily housed not included in census

<sup>2/</sup> Beverly had facilities for 65 before the fire

<sup>3/</sup> Brookline and Townsend have been closed since visit

Have bed patients



bed capacity and vacancy rate in infirmaries, by welfare districts\*, on day of visit

Welfare District	Infirmaries		Number of beds		Percent vacant
	Number	Capacity	Occupied	Vacant	
the State	74	4670	3065	1605	34.4
District I	12	828	596	232	28.0
" II	17	853	604	249	29.2
" III	13	1176	730	446	37.9
" IV	10	508	404	104	20.5
" V	10	312	151	161	51.6
" VI	9	657	362	295	44.9
" VII	3	336	218	118	35.1

As before re-organization, May 1950

bed capacity of infirmaries

Number of Infirmaries	Infirmaries with bed capacity					
	under 15 beds	15 under 25 beds	25 under 50 beds	50 under 100 beds	100 under 200 beds	200 beds and over
74	11	19	20	13	4	7

age groups of infirmary residents on day of visit

Age				
Under 21	21 thru 49	50 thru 64	65 & over	age unknown*
0.2	10.9	30.3	54.8	3.7

\*Chicopee figures unavailable

number of persons in infirmaries on the day of visit with specified status in relation to OAA and OASI

Total number persons	Former recipients of OAA		Possible recipients of OAA		Recipients of OASI	
	Number	percent	Number	percent	Number	percent
2951 *	229	7.8	272	9.2	97	3.3

Chicopee omitted





## INSPECTION OF PUBLIC LODGING HOUSES AND WAYFARERS' LODGES

The Department is required by law to inspect annually all public lodging houses and wayfarers' lodges in the Commonwealth. A public lodging house is defined as any building not licensed as an Inn, with a capacity for ten or more persons where lodging is furnished at a rate of fifty cents or less per day, or where a person can work for the service received. A wayfarers' lodge is a building where needy persons are provided with a place to sleep or are fed. The Department has the responsibility of inspecting these lodges and may submit reports of their findings to the Superintendent or trustees of the organizations. However, there is no authority to enforce compliance when a deviation from law or accepted standards of cleanliness is found.

There are seventeen lodges in Massachusetts, eleven of which are in the City of Boston. There are only two temporary shelters for women in the Commonwealth, both of which are in Boston. One is the Temporary Home for Women, operated by the City of Boston, and has been utilized during the housing shortage as a shelter for women and children who have been evicted. The other, the Rutland Corner House, is a privately operated home. Each institution has received a report of the inspection conducted during this fiscal year.

The most noticeable improvement in the Commonwealth has been the complete renovation of the Rufus B. Dawes Hotel in Boston. The original benefactor donated \$11,000. for this work to the new management which is operating the shelter in conjunction with the Boston Industrial Home. The Dawes Hotel now offers facilities for 275 men at a rate of 25¢ a night. In addition to extensive redecorating and painting, new mattresses, pillows, adequate bed linen and blankets have made the dormitories clean and comfortable. The bathing facilities have been expanded and modernized. The new management, which is alert and sympathetic to the needs of the homeless, is planning an employment service, a snack bar, and entertainment and recreational facilities.

The Boston Wayfarers' Lodge, operated by the City of Boston, is a clean, well-conducted shelter, with accommodations for 175 men. The Lodge does not serve meals but has developed a system of meal tickets for use at a nearby restaurant. A much larger lodge could be used as these facilities are greatly over-taxed during the winter months and frequently as many as 100 men a day are referred to the Dawes Hotel at city expense.

Two homes for seafaring men in Boston provide lodging accommodations for 100. In addition, these centers have cafeterias and recreational facilities. The Salvation Army has four well-equipped buildings, three of which located in Boston, Worcester, and Springfield accommodate in excess of 100 men each, while the shelter in Brockton has a capacity of 33. In addition to lodging and cafeteria service, the Salvation Army also provides employment in its industrial shops since their main objective is towards rehabilitation and self-support. There are six Mission Shelters, three in Boston, one each in New Bedford, Worcester, and Springfield.

In the course of its work the Department has requested inspections by the local building and fire departments. We are most grateful for their wholehearted support. It is only through their cooperation that we are able to report that each shelter has been inspected by both the local building and fire departments. There has been a marked improvement in the facilities since the last inspection. Most of the renovating, repairing and painting has been on a small scale. Some shelters have added recreational facilities and have inaugurated discussion groups. There is still need, however, for more renovating, painting and replacement of furniture which, because of its constant use, becomes rundown rather quickly. These inspections, together with those of the building and fire departments, have done much to arouse the managements to the full nature of their responsibility in operating a shelter, both to the individual served and the community at large. There is need, however, for greater public concern for this segment of the population and a greater interest in what is being done for the homeless and the transients.





RECOMMENDATIONS FOR LEGISLATION

The following recommendations for legislation, together with drafts of bills embodying the legislation recommended, were filed with the Secretary of State on November 1, 1950 in accordance with the provisions of Section 33 of Chapter 30 of the General Laws. These drafts were submitted to the Counsel for the House as required by law.

1. AN ACT RELATIVE TO PERSONAL PROPERTY OF APPLICANTS FOR OLD AGE ASSISTANCE.

This bill will clarify the meaning of Section 5A of the Old Age Assistance law which was added by Chapter 622 of the Acts of 1949. The present law merely specifies ownership of bank deposits and raises a question of whether an applicant may retain sums of cash not on deposit or other liquidable assets, such as stocks and bonds, within the limitation set in the law.

2. AN ACT RELATIVE TO RESIDENCE REQUIREMENTS ON AID TO DEPENDENT CHILDREN.

This legislation is necessary to bring the Aid to Dependent Children law into conformity with a new requirement of the Social Security Act. The change is designed primarily to prevent denial of aid in cases where the child of parents normally residents in the state happens to be born across the state line - as frequently happens in large metropolitan areas bordering or near state boundaries. It would also prevent denial of aid where the infant is living with some relative other than his mother if the relative resided in the state for the year preceding the birth of the child.

3. AN ACT RELATIVE TO THE PAYMENT OF ACCOUNTS AGAINST THE COMMONWEALTH.

Under the present law there is some question of whether the Department, once having paid a claim under this Chapter, can make an adjustment on a subsequent claim. It is imperative that cities and towns be reimbursed as soon as possible since some of the monies involved were expended more than a year before the claim was filed. However, it is physically impossible to complete a final audit before these claims are paid. This amendment will enable the Department to continue to pay the claims as presented and still be able to reclaim any amounts necessary after the final audit. It will bring the General Relief law into conformity with the Old Age Assistance and Aid to Dependent Children laws in this respect.

4. AN ACT RELATIVE TO THE PLACEMENT OF CHILDREN IN THE CARE OF THE DEPARTMENT OF PUBLIC WELFARE.

This proposed legislation will permit the Department broader discretion in connection with foster home placement of children in its care. Because of the present restrictions in the law the Department is frequently unable to place children in highly desirable facilities where special services are available for children who require special care because of emotional or behavior problems.





THE COMMONWEALTH OF MASSACHUSETTS

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In the Year One Thousand Nine Hundred and Fifty-One

AN ACT RELATIVE TO PERSONAL PROPERTY OF APPLICANTS FOR OLD AGE ASSISTANCE

Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows:

Chapter 118A of the General Laws is hereby amended by striking out section 5A, inserted by chapter 622 of the acts of 1949 and inserting in place thereof the following:- Section 5A. Ownership of bank deposits, securities, cash on hand, or other liquidable assets not exceeding in the aggregate five hundred dollars shall not disqualify an applicant from receiving assistance under this chapter, and the joint ownership of bank deposits, securities, cash on hand, or other liquidable assets by a husband and wife not exceeding in the aggregate one thousand dollars shall not disqualify them from receiving such assistance.



THE COMMONWEALTH OF MASSACHUSETTS

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In the Year One Thousand Nine Hundred and Fifty-One

AN ACT RELATIVE TO RESIDENCE REQUIREMENTS ON AID TO DEPENDENT CHILDREN

Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows:

Section 2 of chapter 118 of the General Laws, as amended by chapter 418 of the acts of 1948, is hereby further amended by striking out the first sentence and inserting in place thereof the following sentence:- In every town the board of public welfare, subject to the supervision of the department and in compliance with the rules and regulations adopted by the department pursuant to the provisions of this chapter, shall aid every parent in properly bringing up, in his or her own home, each dependent child if such parent is fit to bring up such child, but no aid shall be granted under this chapter for or on account of any child unless (1) such child has resided in the commonwealth one year immediately preceding the application for such aid, or (2) such child was born within one year immediately preceding such application, if its parent has resided in the commonwealth for one year immediately preceding the birth.





THE COMMONWEALTH OF MASSACHUSETTS

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In the Year One Thousand Nine Hundred and Fifty-One

AN ACT RELATIVE TO THE PAYMENT OF ACCOUNTS AGAINST THE COMMONWEALTH.

Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows:

Section 42 of chapter 121 of the General Laws, as amended by chapter 406 of the acts of 1941, is hereby further amended by adding at the end the following two sentences:- The approval of accounts by the department under this section shall have the effect of a provisional pre-audit of such accounts and reimbursement based thereon shall be subject to verification and adjustment by the department. Such adjustments shall be made by reducing or increasing any subsequent reimbursements under this section by the amount of such adjustment.



THE COMMONWEALTH OF MASSACHUSETTS

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In the Year One Thousand Nine Hundred and Fifty-One

AN ACT RELATIVE TO THE PLACEMENT OF CHILDREN IN THE CARE OF THE DEPARTMENT OF PUBLIC WELFARE.

Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows:

Chapter 119 of the General Laws is hereby amended by striking out section 39 and inserting in place thereof the following section:-  
SECTION 39. CHILDREN PLACED BY THE DEPARTMENT. Children in the care or custody of the department shall be placed in private families or other suitable places which the department considers in the best interest of the child.





PART II

PRIVATE CHARITABLE CORPORATIONS

Annual Report for the Year Ending June 30, 1950



## PART II

### PRIVATE CHARITABLE CORPORATIONS

Patrick A. Tompkins, Commissioner

#### Supervisors

Miss Florence G. Dickson

Mrs. Muriel A. Leary

Miss Mary C. Robinson

Government supervision of Massachusetts charitable corporations is specifically provided in three legislative enactments, the first of which requires the Department of Public Welfare to investigate applications for charitable charters, while the second and third call for annual inspection and annual reporting. Massachusetts statutes also give certain regulatory authority to the Department in relation to foreign charitable corporations and unincorporated charitable trusts, in that annual returns are required to be filed by agencies falling within these two categories. In the following pages of this part of the report the extent of the year's work with relation to these several statutes is shown.

#### INVESTIGATION OF CHARITABLE ORGANIZATIONS SEEKING INCORPORATION

General Laws (Ter. Ed.), Chapter 180, section 6, as amended, provides that the Department shall investigate, give a public hearing, and report its findings to the Commissioner of Corporations and Taxation, in the case of societies presenting a charitable purpose in their application for a certificate of incorporation.

In 1949 an important statutory amendment was approved by the Legislature which strengthens the authority of this Department with regard to the incorporation of charitable enterprises. Chapter 692 of the Acts of 1949 created section 6A of Chapter 180. This legislation makes it mandatory for the Commissioner of Corporations and Taxation to refer to the Department applications for incorporation in which certain purposes are set forth, and it further requires him to follow the recommendations of our Advisory Board in the matter of issuing or denying a charter. Specifically cited in the law are those corporations which include among their corporate purposes:- "the care of minor children as inmates, or their placing out or boarding out, or their care in a camp, or the establishment or maintenance of any hospital, infirmary, dispensary, or clinic, or any home or institution for convalescent, invalid, aged or indigent persons". Another very important provision in this new legislation concerns a proposed change of purpose of a charitable corporation and, briefly, requires that before approving a certificate showing as a new or additional purpose any of the above cited purposes, the Commissioner of Corporations and Taxation must submit the application to the Department for the same investigation and public hearing prescribed for new incorporations. The recommendation of the Advisory Board as to the desirability of allowing the change must also be followed by the Commissioner of Corporations and Taxation.





During the year ending June 30, 1950, 30 applications for charters have been referred to the Department under the provisions of these statutes. The Department has completed its investigation, given hearings and reported on 36 applications for new charters, including 10 received prior to the beginning of the year. Action has been taken by the Commissioner of Corporations and Taxation on 21 applications, as listed below. All these have been approved and charters issued.

Acadia Associates Inc.  
 Auburn Masonic Charitable Association, Inc.  
 Fall River United Jewish Appeal, Inc.  
 Forest Research Foundation  
 Foundation for the Study and Treatment of Thoracic and Related Diseases  
 Francis Ouimet Caddie Scholarship Fund, Inc.  
 Fred Harris Daniels Foundation, Inc.  
 Hachnosas Orchim of Brockton  
 Little Sisters of the Assumption, Inc.  
 Medford Lion's Charity Fund, Inc.  
 New England Fund for Needy Families, Inc.  
 Parmenter Health Center, Incorporated  
 Rainbow Camp of Massachusetts, Inc.  
 Riggs Clinic, Inc.  
 Sons of Divine Providence, Inc.  
 Springfield Jewish Community Center, Inc.  
 The Dover Foundation, Inc.  
 The Stanley Park of Westfield, Inc.  
 Watuppa Foundation, Inc.  
 Wesson Hospitals United Building Funds, Inc.  
 Women's Rest Tour Association, Inc.

One additional petition has been acted upon by the Commissioner of Corporations and Taxation, and charter denied. This is the Remis Charitable Foundation.

#### SUPERVISION OF MASSACHUSETTS CHARITABLE CORPORATIONS

General Laws (Ter. Ed.), Chapter 121, section 7, requires the Department of Public Welfare, upon the request or with the consent of a charitable corporation, to make annual inspection or investigation of such corporation.

During the past year supervision of incorporated charities has been continued through visits and conferences by the supervisors. There have been 95 inspections involving many consultations and visits to institutions.

There have been 644 inquiries regarding particular charities and general matters pertaining to the field of private charity.

#### ANNUAL REPORTS OF CHARITABLE CORPORATIONS

General Laws (Ter. Ed.), Chapter 180, section 12, as amended, provides that a charitable corporation incorporated within this Commonwealth must make to the Department an annual financial return, on or before the first day of June in each year.

Reports filed by charitable corporations become public records and are available at the office of the Bureau of Incorporated Charities for consultation by any interested person.



## NUMBER AND CLASSIFICATION OF MASSACHUSETTS CHARITABLE CORPORATIONS

Of the 1,652 charitable corporations which made returns to the Department during 1950, 133 are homes for the aged; 163 are hospitals, sanatoria and other institutions for the sick; 155 are nursing societies and other health agencies; 289 are agencies giving family service and relief; 141 are child-serving agencies; 228 are youth agencies; 109 are settlements and neighborhood centres; and 179 are federations, foundations, and community chests. The remaining 255 form a miscellaneous group chiefly eleemosynary in their nature.

### CORPORATIONS DISSOLVED

In 1950, five corporations organized for charitable purposes were dissolved by decree of the Supreme Judicial Court upon recommendation of the Commissioner of Corporations and Taxation. The list follows:

American Silent Guest Committee, Inc.  
Archbishop Cushing Charity Fund, Inc.  
Board of the Swedish Lutheran Old People's Home, of Worcester,  
Mass., Inc., The  
Lutheran Seamen's Board, Inc., The  
Salem Relief Committee (Inc.)

Under the provisions of Chapter 354 (section 2) of the Acts of 1948, the names of 54 corporations were reported to the Attorney General as liable for dissolution as a result of failure to file reports for two successive years. Action on this list is pending in the office of the Attorney General.

### FOREIGN CHARITABLE CORPORATIONS

A foreign corporation is defined as one organized or chartered under laws other than those of Massachusetts, for a purpose for which domestic corporations can be organized under Chapter 180 of the General Laws. General Laws (Ter. Ed.), Chapter 180, section 12A, as amended, requires a foreign charitable corporation before engaging in charitable work or raising funds within the Commonwealth to file with the Department (1) a certified copy of its charter or certificate of incorporation, (2) a true copy of its constitution and by-laws, and (3) an annual report on or before June first. Forty (40) corporations organized outside Massachusetts were registered with the Department under the provisions of this statute during the year, and filed reports.

### CHARITABLE TRUSTS

General Laws (Ter. Ed.), Chapter 68, section 15, as amended, provides that all trustees who hold and administer property within the Commonwealth for charitable purposes shall make an annual report to the Department on or before June first. Three hundred forty-three (343) reports were filed under the provisions of this law during the year.





## NO ENDORSEMENT OF PRIVATE CHARITABLE CORPORATIONS

The Department of Public Welfare endorses no private charitable organization or agency. This rule is absolute. Inspection of the corporation does not necessarily mean approval; on the contrary, inspection may mean the discovery of conditions calling for condemnation. No agency is warranted, therefore, in using the fact of inspection in such manner as to lead the public to believe that the Department approves or in any sense commends its work. Furthermore, listing of an agency in the Department files does not constitute accrediting.



## DIVISION OF CHILD GUARDIANSHIP

Robert F. Ott, Director

### HIGHLIGHTS

Since the decentralization of the Division of Child Guardianship has almost been completed, from a mechanical point of view, we feel that the time has come to retrace our steps in order to refine our functions in relationship to the decentralization plan.

In order to plan more effectively, a separate unit for home finding, with complete and sole responsibility for this function, has been inaugurated, rather than apportioning this responsibility among all social workers, whose prime concern should be utilized in child placing. However, it is still expected that all social workers will continue to recruit foster homes, but the mechanical and technical details will be handled through the specialized home-finding unit.

The Reception Unit, which heretofore has been a separate unit in the Division of Child Guardianship, has been integrated into the child-placing function of the Division. It has been our concern that children have found it necessary to adjust to different social workers in various units which were under separate assistant supervisors. Therefore, instead of a separate Reception Unit, a reception worker has been added to the now three child-placing functions in the Greater Boston District Office so that there will be closer cooperation between the reception of a child into care and his placement. We hope also that this plan will foster earlier transfer from reception homes into permanent homes.

During the year one more step was taken in the decentralization plan. As of May 1, 1950, the Licensing of Infant Boarding Homes Unit has been decentralized. Therefore, the only remaining units still operating on a Central Office basis are Adoptions, Independent Adoption Investigations, and Placement of Mentally Deficient Children.

On this same date also the Pittsfield office of the Division of Child Guardianship was opened for the care of children in the western part of the Commonwealth.

One other important step was taken when the Division of Child Guardianship, together with the rest of the State Department of Public Welfare, moved to its new quarters, 600 Washington Street, where - for the first time - the entire Division is in one central office. However, the reception room for receiving children into the care of the Division, is still maintained at the State House.

During the past year the Advisory Board to the Division of Child Guardianship has been increased to include not only executives from the private child-caring agencies but also a supervisor from each agency. This has been done in order to bring not only a meeting of minds on an administrative level but also with





those actually coming into every day contact with casework problems as they affect each agency. In addition, the Advisory group has met regularly each month rather than "on call" for any specific problem. We feel that this has been most helpful in developing a sound working relationship between the child-placing agencies of the Greater Boston area. Our purpose has been to have these agencies, private and public, supplement each other; which is absolutely necessary if we are to develop a community pattern for child welfare in Massachusetts. If this plan is successful in the Greater Boston area, an attempt will be made to further it in other parts of the state.

The Division of Child Guardianship recently has applied for and received a Grant-In-Aid, through the State Department of Mental Health, for a staff psychiatrist. The Division heretofore has never had the benefit of a psychiatrist directly attached to its staff. This Grant is a part of the National Mental Health Act which became law in the Spring of 1947.

### PROBLEMS

Home finding continues to be a major problem with the Division, not only quantitatively but qualitatively. However, we expect that a separate home finding unit will ease the situation.

Another major concern of the Division has been the high caseload of workers, which has been approximately 85. It is hoped that by an analysis and evaluation of intake and discharge practices and responsibilities of existing personnel that some reduction of this almost impossibly high caseload can be achieved. The opening of the Pittsfield office will contribute to a reduction of caseloads for the Springfield office.

A problem that should be faced is the fact that the position of Child Welfare Training Supervisor has not been filled for the past several months. This is a necessity for the effective development of our child welfare program; and it is hoped that within a few months this position will be filled.

With such high caseloads of approximately 85 and the continual pressure of neglect cases, it has been felt that a technique for improved case supervision must be developed if all children under our care are to receive proper casework services. Therefore, the Division of Child Guardianship is attempting to originate a "case review process" wherein each case, over a period of time, may be evaluated from a casework and administrative point of view. This will, we hope, insure each and every case a complete evaluation, rather than only those cases which, because of some particular crisis or problem, are of necessity called to our attention. A schedule or control sheet is being devised which will attempt to evaluate the casework processes of each district office in order that the Division may plan more effectively for children coming into its care. If such a casework review can be evolved for this purpose, we feel that it will be tremendously important and unusually effective in such a large operating unit as the Division of Child Guardianship. The problem will consist mainly of developing a case review process, which can effectively evaluate such a concept as casework technique as it pertains to child care.





There is need for case supervisors to have responsibility for fewer social workers in order to better control the high case loads carried by social workers in the Division of Child Guardianship. An attempt will be made to secure these additional head social workers through Child Welfare Services funds.

We feel that a case review process, such as the one being contemplated, has endless possibilities from the viewpoint of community organization, casework development and administrative planning. The Division of Child Guardianship has accepted the challenge to develop this procedure.

Efficient personnel, adequate casework standards and supervision, well planned inter-agency relationship, and smaller caseloads are some of the answers to more effective plans for children in the care of the Division. It is our hope that we may find the solution to these problems, since there is still no greater wealth that the Commonwealth of Massachusetts possesses than its children.

### LEGISLATION

Legislation continues to demand our attention. This extremely important phase of our work must be given more emphasis if we are to improve our services to children. The Children's Section of the United Community Services, the Massachusetts Conference of Social Work and the American Association of Social Workers are working cooperatively with the Division of Child Guardianship to further legislation for the needs of children. The Recess Commission on Recodification of Public Welfare Laws has made its Seventh Report and the Division of Child Guardianship is following this legislation with keen interest and has appeared before this Commission to manifest its recommendations and thoughts on children's legislation. The major interest of the Commission, as it pertains to children, is in the field of adoption. The adoption report seems to be nearing completion, and it is confidently expected that a new approach to the problems of adoption will be inaugurated upon passage of this report.

The Division of Child Guardianship hopes for and is interested in a complete review, analysis and re-evaluation of all children's laws so that children's needs are grouped into one piece of legislation and into one chapter of the General Laws. We look forward to the appointment of a special commission on children's laws which will make a complete study as it relates to the dependent and, especially, the neglected child. We feel that there is some confusion engendered by the present law for the dependent and neglected child, as it is legislation that has been completed over a period of years. We feel that the time has come for a complete analysis of all sections relating to the care and support of children under public auspices and the function of public agencies in the field of child care.

Some specific acts of new neglect legislation presented by the Division of Child Guardianship are to allow the Division to adopt either foster home or group care in order to meet the child's needs. Heretofore, the law explicitly stated a child shall be placed in a boarding home. Also, a bill has been presented - with the support of private child-placing agencies - for the licensing of child-caring agencies.

However, we feel strongly that rather than piece-meal legislation, the entire field of legislation for children's needs should be explored as a complete pattern.





### Support Received for Children

Moneys collected for the support of children in the care of the Division during the past year totaled \$467,007.65. Of this \$320,100.48 were received from cities and towns where dependent children had settlement; there were received from parents \$104,958.48, of which \$72,799.54 came through probation officers as a result of support orders made by the courts; the rest came principally from such Federal agencies as Old Age and Survivors' Insurance and the Veterans Administration.

### CHILDREN IN THE CARE AND CUSTODY OF THE DIVISION

At the end of the year, 6049 children were in care, 200 less than a year ago, and the lowest number under care since 1928. This low sharply accents a trend starting in 1940 when the peak caseload of 8317 occurred, from which time except for a slight upturn in 1948 and 1949 the caseload has persistently and significantly decreased. This reduction in load is accounted for partly by the high discharge rate in the first half of the past decade, during which period special efforts were directed toward effecting the prompt discharge of children and especially the return of children to their own homes when this was in the child's interests, but more importantly by a reduction in the rate of intake. During the 30's and through 1942, the number of children received annually had consistently run around 1300. In 1943, however, a decline in rate began which has tended to accelerate rapidly, with this year showing a new low of only 750 children received in care. During the latter period there had been a growing agency concern as to the validity of the commitment to care of many children, and increasingly agency effort has been made to recognize those cases where separation of the children from parents in unwarranted.

The financial implications of this reduction in caseload occurring in the past decade are extremely important. On the basis of present day costs the decrease of 2268 children represents an annual saving to the Commonwealth of over \$1,200,000 annually. It is difficult to cite social or economic factors in the past twenty-five year period to account for such a marked rise and fall in caseload. It is no coincidence, however, that the reduction of the past decade was paralleled by an increase in the number of professional staff. Whereas in 1940 85 professional workers (5 supervisors and 79 social workers) devoted their time to the children in direct care, at the end of this year 16 supervisors and 111 workers were so engaged. On a purely financial basis the additional investment in professional services represented by this staff increase would appear to be paying handsome dividends. The human implications of this large number of children having been saved the hazardous experience of foster care are even more significant. It is to be hoped that as requests for additional staff are made in the future, their meaning in relation to insuring a program which is sound both financially and socially will more fully be appreciated.

In the overall statistics for the past fiscal year the number of children received for care stands out most conspicuously since the 750 so received is the smallest number reported in the 32 years of available records. Compared to last year when 970 were received, it is a 23% decrease. Although 1950 was the first year with no delinquent or wayward intake, the drop is not on that account, for





delinquents in 1949 were only 4% of the intake. The decrease did not materially affect the proportion of neglected and dependent children, for neglected children represented 58% and the dependent children 42% of the intake, very close to last year's figures. Within the classification of neglect, however, 65% of the children came on a temporary basis and 35% permanently, while last year the percentages were 58 and 42 respectively. As among the six district offices, the decrease showed up chiefly in Boston and Brockton, which together received 187 fewer children than last year. It is interesting to note that these were the offices in which the plan of integrating dependent and neglected intake had been put into operation as reported last year, and it is safe to assume that the additional attention thus given intake considerations was a material factor in effecting this reduction.

Discharges from care during the year were 950 children, six more than last year. Discharges to courts fell off by 34, reflecting the continued actual drop in temporary neglect commitments; and enlistments in the armed services were only one-half the previous year's. Returns to parents and relatives remained constant constituting 21% of all discharges. Twice as many children were adopted as last year.

The caseload of children at the end of the year showed no important change from last year in sex, religion, status and classification, except that of the 66 children classified as delinquent at the beginning of the year, all but one had been turned over to the Youth Service Board for direct care, or had been reclassified as dependent or neglected, remaining on with the Division, or had been discharged from care by the year's end. There was a 1% increase in the number of children at board. The median age rose from 10.3 to 10.8 years; and the median length of stay under care was unchanged at 4.3 years. Five hundred and fifteen (515) new foster homes were approved for use, 82 fewer than last year. While this drop may have been related to efforts of the past year to improve the content of foster home investigations and bring them under closer supervisory attention, it is discouraging in the face of the continuing urgent need of additional foster home resources. Two thousand five hundred and seven (2507) boarding homes were in use at the end of the year, 84 fewer than last year. Little progress was made in reducing the concentration of children in boarding homes since 869 children were in permanent homes caring for five or more children, only 18 fewer than last year.

While the adjustments connected with the decentralization to district offices of the placement function had been worked through in large measure by the beginning of the year, the hope for a year of operation under standard conditions was not fulfilled because of two major administrative changes - the decentralization to district offices of the licensing function, and the modification of district lines occurring in the spring which transferred substantial geographical areas of the state from one office to another. The decentralization of licensing affected the placement function chiefly as it required the diverting of district supervisor's time to learn the detail of the new function, to plan administratively for assuming it and to actually supervise it once it was assumed. The redistricting affected 881 children whose supervision was transferred from one district office to another. While this involved no moving of children from foster homes, and in some instances the worker transferred to the new district office with part of her caseload, it did involve the ultimate transfer of well over 1,000 children from one worker to another before a final adjustment and equalization of workers' caseloads was achieved. While the mechanical work in transferring caseloads,





foster home records, and indices on these cases was considerable, the more significant factor was the loss of impetus and direction in the case-work planning expected when supervision is assumed by a new worker and a new supervisor.

Apart from these overall administrative changes, efforts to improve the services to children continued during the year. Conferences between the Massachusetts Society for the Prevention of Cruelty to Children and the Division of Child Guardianship on a state and district office level resulted in a clarification of inter-agency working relationships and set the stage for better understanding of the cases of neglected children coming into care by court action, not only through more effective use of summaries and discussions on cases in which the Society initiated court action, but also as a result of the Society's willingness to undertake the post-hearing investigation of cases brought into court by non-casework agencies whose investigations are usually insufficient to serve as a basis for soundly planning the permanent placement of a child away from home. All placements and replacements of children in foster homes were made subject to supervisory approval in the hope of achieving more careful consideration of the case work and administrative implications of these moves so critical in a child's life. The placements of infants in homes of a religion different from the child's, which prior to decentralization and with the war shortage of foster homes had assumed considerable proportions, was substantially reduced and brought under more rigid control. Only 29 children were so placed at the end of the year. There was evidence of the children's dental needs having received more careful attention, and a policy was adopted to provide sodium flouride treatments when this was recommended by the child's dentist.

Psychological and psychiatric services to children in the care of the Division of Child Guardianship were increased in the Brockton and Worcester areas as a result of representation by these offices to the guidance clinic serving the area of the need for expanded service, with the Brockton Clinic setting aside time regularly two days a week for the use of the Division's children, and the Worcester Clinic not only offering increased clinic time for the children, but also consultation service to workers in the Division having cases presenting psychiatric problems. In the interests of better educational and vocational planning, a review was conducted in the spring by supervisors of the cases of all children for whom a change in educational program or plan for securing work should be considered. Boys and girls with capacity for it were urged to complete their secondary education, and a more liberal use was made of state funds for the support of children over eighteen years of age who wished to complete high school or trade training. Twenty-six children were receiving some form of higher education - college, business school, nurses' training. In February, an experiment was started in the Boston Office, which was particularly suited to it because of its restricted geographical area, in placing the entire responsibility for homefinding with a group of four specializing homefinders. While previously there had been full-time homefinders to augment the homefinding efforts of visitors supervising children, and occupied principally in getting homes for infants, temporary homes and homes for children presenting unusual problems, with the change, visitors were relieved of all responsibility for homefinding. The hope in this new plan is that there will result an overall improvement in quality of investigation, such as is likely to occur with specialization, that each home will be considered from the point of view of its maximum usefulness to the Division and with the needs of all children in mind, that more sustained efforts will go into homefinding than can be given by overburdened visitors, and that the release from this responsibility will permit the visitors to intensify somewhat their work with children.





Continuing the plan initiated last year, workers supervising children were assigned responsibility for maintaining contact with the child's family in selected cases. The purpose in this, largely, was to add to the social worker's experience through work with the case as a whole, since caseloads are still too high to permit carrying out the plan on a coverage basis. Nevertheless, quantitatively these assignments had become rather impressive with 232 cases so assigned to 25 workers. The work with unmarried mothers undertaken and reported on last year continued with somewhat over 250 cases having been assigned to dependent investigators, whose responsibility it is to maintain contact with the mother, seeing her at least quarterly in an effort to bring her to a conclusion as to the child's future, either planning for the child herself or with relatives, or releasing him for adoption. Because of the difficulty and delicacy of this work with unwed mothers, as well as that with the legitimate child's family mentioned earlier, the vacancy in the in-service training supervisor's position was particularly unfortunate, since such a person could have contributed a great deal to the development of both these programs.

More children were placed for adoption this year than in the Division's history with 116 children so placed, 60 remaining on for adoption in their boarding homes and 56 placed in homes especially selected for adoptions. Of these children, 76 were Catholic, 37 Protestant, 2 Jewish and 1 Greek Orthodox; 60 were boys and 56 girls. In age they ranged from 1 to 19 years, 58 being under five years of age. While this increase in adoption placements is gratifying not only because the children are thus provided the maximum in secure satisfying family life; but also because the increase if continued should ultimately serve to significantly reduce the agency caseload, it is clear, despite the increase, that many children in care who need adoption have not yet been placed. During the year the expanded adoption unit had been able to completely study only 174 of the 493 children referred for adoption consideration, and of the 141 who were found to be of "adoption calibre" and free for adoption, homes could not be found for many because in age, sex, religion, racial and nationality background, intellectual level and heredity, they did not correspond with the requests of adopting applicants, many of whom are quite exacting as to the type of child wanted. Moreover, the Division's present more liberal policy of offering for adoption children of low average intelligence and some with physical handicaps and emotional problems, as well as those whose family background are affected by mental defect and disease adds to the homefinding problem. A program of public interpretation and general recruitment of homes is probably needed, since efforts to secure leads of prospective adoptive parents from private agencies engaged in adoption work were fruitless. A further complication in the placement of a substantial number of children was the fact that the Department had not been able to secure the signed consent of the children's own parents. In the past year, decisions to proceed with adoption plans without the parent's consent were made in 38 cases. Most of these involved situations of illegitimate children whose mothers had disappeared or were incompetent because of mental defect or disease. A few involved mothers who refused to consent to adoption, verbalizing an interest in ultimately taking the child, but whose handling of their own and the child's situation during the course of the child's placement was so lacking in responsibility as to lead the Department to believe that the mother herself could never adequately function as a parent. In placing these children whose parents have not consented there is an element of uncertainty as to the final outcome since the Probate Court hearing the adoption petition after the child has been in the adoption home for the usual year's trial period could differ with the Department as to whether the case properly comes under the provisions of Section 3 of Chapter 210 of the General Laws, which





specifies the circumstances in which parental consent is not required. Further, the parent whose contact has lapsed could reappear and attempt to disrupt the adoption, and the parent who actively objects is in a position to carry on a legal contest when the adoptive parents' petition is finally heard. In any case where parental consent has not been secured, it is necessary to notify the parent of the date and place of the hearing on the petition, giving the adopting parents' names and address, or in the absence of the parent, the hearing must be publicly advertised. Thus, the accepted principle that the identity of adopting parents and natural parents remain unknown to each other to obviate any chance of future interference with the child cannot be followed. Many prospective adoptive couples are unwilling to take these risks, going along with the lack of consent, hence a further deficit in homes develops. It was regrettable that House Bill No. 95 sponsored by the Department and designed to remedy this difficulty did not receive final action this year, for under its provision the element of uncertainty as to how the lack of parental consent would affect the final adoption would be eliminated, and greater protection of parents' rights would be insured by a Probate Court review of the case prior to the child's placement for adoption. Positive action on this measure is hoped for in the 1951 legislative session.

Having passed through a major phase in its development with the completion of decentralization of the placing function, it was timely this year to discuss and agree on steps in the long-range planning to improve the direct services to children. Considerable time was spent in staff meetings with district office supervisors in such discussion with the following conclusions reached as to desirable objectives:

To achieve adequate investigation of the cases of all neglected as well as dependent children coming into care, taking full advantage of the resources of other agencies for doing this, especially the Massachusetts Society for the Prevention of Cruelty to Children, but utilizing the staff of the Division of Child Guardianship when adequate investigations cannot be made by other agencies.

To develop homefinding entirely as a specialized function to be assumed by specializing social workers.

To maintain a continuing contact with the parents of all children in care, responsibility for casework services to be assumed by the social worker supervising the child's foster care.

To achieve greater unification of the planning for several children in the same family by assigning the supervision of infants and older children to one social worker who would have access to foster homes outside of her immediate district when suitable homes within it are not available.

To achieve a reduction in caseload so that no worker will carry the supervision of more than 60 children, without homefinding responsibility, and so that workers carrying the supervision of infants will be responsible for still fewer children.

To achieve a reduction in the number of workers per supervisor so that no supervisor will carry more than seven workers when



caseloads are over 60 or workers are trained and experienced and carry standard caseloads.

To work out a realignment of responsibilities such as will relieve professional workers, both social workers and supervisors, of all clerical detail which can be assumed by non-professional workers.

To secure sufficient stenographic service to provide two and one-half hours of dictation time weekly to each social worker.

To develop a case review method such as will provide factual data as to the services currently rendered to children and will give direction to planning overall improvement of services.

To develop an expanded program of psychological and psychiatric services which will be adequate to meet the needs for diagnosis and treatment of children in care.

To give all children of school age a careful physical examination annually.

To achieve an increase in the basic board rate eliminating some of the rate changes around age and sex.

To develop within the framework of the Division of Child Guardianship, especially in non-urban areas of the Commonwealth, a program of community organization services and casework services to children in their own homes directed toward the prevention of neglect and dependency.





CHILDREN RECEIVED INTO CARE July 1, 1949 to June 30, 1950

<u>Age - by Sex and Religion</u>								<u>Status - by Sex</u>			
Age	<u>Total</u>	<u>Cath.</u>		<u>Prot.</u>		<u>Other</u>		<u>Status</u>	<u>Total</u>	<u>Boys</u>	<u>Girls</u>
		<u>B</u>	<u>G</u>	<u>B</u>	<u>G</u>	<u>B</u>	<u>G</u>				
All ages	750	246	224	140	133	5	2	All Statuses	750	391	359
0-1	127	41	35	25	24	2	0	Dependent - Section 14	3	0	3
1	77	23	24	15	14	0	1	Dependent - Section 22	51	25	26
2	46	14	15	11	6	0	0	Dependent - Section 28	0	0	0
3	50	14	13	6	12	0	0	Dependent - Section 38	263	149	114
4	53	23	9	6	13	1	1	Neglected - Permanent	149	69	80
5	58	19	21	12	6	0	0	Neglected - Temporary	284	148	136
6	43	13	16	8	5	1	0				
7	39	18	5	11	5	0	0				
8	34	8	10	8	8	0	0				
9	47	14	14	13	6	0	0				
10	34	6	15	7	6	0	0				
11	32	10	14	2	6	0	0				
12	35	9	11	8	7	0	0				
13	31	13	5	5	7	1	0				
14	24	14	4	3	3	0	0				
15	12	3	7	0	2	0	0				
16	6	4	0	0	2	0	0				
17	0	0	0	0	0	0	0				
18	1	0	0	0	1	0	0				
19	0	0	0	0	0	0	0				
20	1	0	1	0	0	0	0				

CHILDREN DISCHARGED July 1, 1949 to June 30, 1950

Reason for discharge - by Sex

<u>Reasons</u>	<u>Total</u>	<u>Boys</u>	<u>Girls</u>
All Dispositions	950	511	439
To Court	186	105	81
To Parents	160	88	72
Committed to State School for Mentally Defective	106	68	38
Became of Age	95	27	68
Adopted	78	31	47
To Youth Service Board	68	51	17
Became self-supporting	67	34	33
To Armed Forces	61	61	0
Married	59	7	52
To Relatives other than Parents	41	24	17
Whereabouts unknown on June 30	10	7	3
To Place of Settlement	4	3	1
Died	3	2	1
Committed to Correctional Schools	1	0	1
Other	11	3	8



CHILDREN UNDER CARE ON June 30, 1950

Ages - by length of time under care

Status - by sex

<u>Age</u>		<u>Years under care</u>				<u>Status</u>	<u>Total</u>	<u>Boys</u>	<u>Girls</u>
All					10 and	All Statuses	6049	3152	2897
<u>Ages</u>	<u>Total</u>	<u>0-1</u>	<u>1-4</u>	<u>5-9</u>	<u>over</u>				
	6049	632	2282	1632	1503				
0-1	80	80				Dependent - Section 14	5	1	4
1	148	77	71			Dependent - Section 22	406	210	196
2	188	41	147			Dependent - Section 28	6	3	3
3	197	45	152			Dependent - Section 38	1925	1088	837
4	239	39	200			Neglected - Permanent	3397	1694	1703
5	293	46	206	41		Neglected - Temporary	306	154	152
6	285	36	175	74		Delinquent - Permanent	1	1	0
7	316	25	165	126		Delinquent - Temporary	1	1	0
8	320	34	142	144					
9	362	25	157	180					
10	378	37	138	163	40				
11	420	34	135	164	87				
12	408	31	125	133	119				
13	429	25	121	127	156				
14	432	23	107	127	170				
15	383	14	84	96	189				
16	343	10	68	78	187				
17	311	3	43	80	185				
18	257	1	31	58	167				
19	163	0	14	20	121				
20	97	1	1	13	82				

Location - by Religion

<u>Location</u>	<u>Total</u>	<u>Catholic</u>	<u>Protestant</u>	<u>Other</u>
All locations	6049	3795	2229	25
Foster Home	5437	3393	2022	22
Board and clothing	5019	3125	1876	18
Board	14	7	7	0
Clothing	27	19	8	0
Free	116	76	37	3
Work	3	1	1	
Wage	16	12	4	
Independent	241	152	89	
Other	1	1		
Non-Medical Institution	152	103	48	1
Board and clothing	122	87	34	1
Board	7	2	5	
Clothing	11	7	4	
Free	4	2	2	
Independent	8	5	3	
Medical Institution	103	57	45	1
Board and clothing	11	5	6	
Board	11	9	2	
Clothing	24	11	13	
Free	57	32	24	1
With Parents	155	105	50	
With Relatives	95	67	28	
In U.S. Services	22	14	7	1
Married	3	1	2	
Staff in Institutions	11	8	3	
Whereabouts Unknown	23	19	4	
Other	48	28	20	





## INVESTIGATION OF INDEPENDENT ADOPTIONS

The overall picture in independent adoptions has not greatly changed during the past year. Our contacts reveal a wider knowledge of the important factors in adoption situations and a consequent more ready acceptance on the part of interested parties of the need for careful studies and, even, delays. Requests for interpretation of the adoption process are more frequent, and, we think, indicative of a desire on the part of prospective adoptive parents to approach this important step intelligently.

The courts referred 1681 petitions (111 less than in the preceding year) and 1782 were investigated and reported on to the courts, or otherwise closed. The balance of 835 cases awaiting investigation is slightly less than that of last year.

The unit continues with the investigation of requests for permission to bring children into the state for the purpose of adoption, and, while the number of requests is not great (under 100), the involvements are very time-consuming.

Routine visits to the judges of the probate courts have been less frequent this past year due to pressure of work though we feel such contacts are very important. However, requests for consultation in specific cases from the judges have been more numerous. There seems to be a satisfactory mutual understanding between the unit and the probate courts about the general content of the reports and the recommendations or suggestions offered by the Department. We continue to feel that most of the judges take their responsibility in adoption matters seriously and give considerable weight to the reports submitted.

The same needs in the way of legislation as were mentioned in previous reports still exist since no new laws were passed on adoption matters this year. The Special Commission to Study and Revise the Laws Relating to Public Welfare submitted some adoption legislation in bill form (House No. 2490) based to some extent on the recommendations of the former Commission on Adoption. The Bill provides for:

1. Reduction from 14 to 12 years as the age above which the assent of the child shall be required before an adoption petition can be allowed.
2. An increase from six months to one year in the period during which the child must have resided in the home of the adoptive parents before the decree can be allowed. It is further provided that the judge of probate may waive the residence requirement for good cause, providing that a memorandum setting forth, in writing, the facts upon which the waiver is based is prepared by the judge.
3. A provision declaring null and void any surrender of a child for adoption by the mother, which is executed prior to the birth of the child.
4. Provisions that adoption procedures may, in the discretion of the judge, be held in chambers on the petition of either party to the proceeding.



5. Provisions making it a criminal offense punishable by fine or imprisonment for any person to accept payment in the form of money or other consideration in return for placing a child for adoption.
6. A provision under which the adopted child's rights as to succession to property shall be vested in the child as of the date of the filing of the petition for adoption.
7. A provision requiring that private charitable corporations engaged in child placing for adoption shall file a report with the probate court comparable to the report filed by the Department of Public Welfare in independent adoption cases.





STATISTICS FOR PERIOD FROM July 1, 1949 to June 30, 1950

Cases pending June 30, 1949	936	
New petitions referred by Courts (July 1, 1949 to June 30, 1950)	1681	2617
Cases closed July 1, 1949 to June 30, 1950	1782	
Investigated and reported to Courts	1644	
Not investigated (withdrawn or otherwise eliminated)	138	
Cases pending June 30, 1950	835	
Total		2617

Reports to Courts on completed investigations covered  
adoption petitions for

<u>Legitimate children</u>		769
By relatives	612	
By persons other than relatives	157	
<u>Illegitimate children</u>		794
*By maternal relatives	368	
By alleged relatives	23	
By persons other than relatives	403	
<u>Foundlings</u>		0
<u>Bond and Partial Investigations</u>		81

Of these petitions investigated, 103 were to be withdrawn and  
36 were definitely disapproved in reports to the courts,  
59 were approved with reservation and in 16 cases a further  
trial period was advised before completing the adoption.

(Of these (\*) 275 were petitions of mother and her husband.)



## LICENSING OF INFANT BOARDING HOMES

The decentralization of the Licensing of Infant Boarding Homes unit was completed this year. Some records on obsolete type files had to be copied and this project necessitated the hiring of temporary typists. Due to budgetary conditions, the completion of this work was delayed. By mid-April the copying and the assorting of the various files and pertinent material for distribution to the district offices were accomplished. The actual shipping of material and equipment started on May 1st.

During the year a program of orienting the district Supervisors and their staffs for their new responsibilities in the Licensing area was carried on. A series of talks were given on the history, philosophy and procedures of the Licensing program, both at the regular district Supervisors staff meetings and at specially called social workers staff meetings.

Several visits were made to each district office. A clerical system was established and instructions were given for general office procedure relating to licensing.

The Social Workers now work directly from the district offices and are responsible to their district Supervisors. The decentralization of the unit will bring closer contact to the interested persons in the communities served by the district offices.





GENERAL SUMMARY

Children reported in foster homes 1949-1950 .....	7751
Placed by agencies .....	2259
Placed privately .....	5492
Boarding homes listed 1949-1950 .....	7297
Boarding homes used during 1949-1950 .....	5473
Agency homes .....	1740
Private homes .....	3733
Applications pending June 30, 1949 .....	158
Application blanks issued during the year .....	718
Applications worked on during the year .....	982
Applications disposed of during the year .....	771
a. Withdrawn before action by the Board of Health .....	232
b. Withdrawn after action by the Board of Health .....	67
c. Licenses granted .....	439
1. Agency licenses .....	124
2. Private licenses .....	315
d. Licenses refused .....	33
Applications pending June 30, 1950 .....	211
Licenses revoked .....	3
Children removed under Chapter 119, Section 14 .....	3
Children removed under Chapter 119, Section 28 .....	0
Foster mothers brought to court .....	3
Complaints on homes received and investigated .....	133
Newspaper advertisements checked and followed .....	3816
Notices to homes rejected by DCG Homefinders .....	429



ANALYSIS OF COMPLAINTS REGARDING INFANT BOARDING HOMES

RECEIVED AND INVESTIGATED 1949-1950

	Pitts.	Spr.	Wor.	Law.	Boston				Broc.	N.B.	Total
					MMc	LMK	WH	RHG			
1. Interested individuals											
Relatives	--	1	1	1	2	1	--	2	1	3	12
Anonymous	--	--	3	4	1	5	--	2	1	--	16
Neighbors	--	--	3	2	4	4	--	1	1	1	16
Other foster											
mothers	--	1	--	--	--	1	--	--	2	--	4
Churches	--	--	1	--	1	--	--	--	1	--	3
Relatives of											
fos. pas.	--	--	--	--	1	--	--	--	1	--	2
Attorneys	--	1	1	--	--	--	--	--	--	--	2
2. Private agencies											
SPCC	--	--	5	5	11	4	1	1	3	5	35
Ch. Placing											
Agencies	--	2	1	1	2	2	--	--	2	--	10
Ch. Guidance											
Clinic	--	1	--	--	--	--	--	--	--	--	1
3. Public Agencies											
DCG	--	1	3	1	2	1	1	1	1	--	11
School Depts.	--	1	--	1	2	1	--	--	1	1	7
Youth Service											
Board	--	--	1	--	--	--	--	--	--	--	1
Community											
Officials	--	--	1	--	1	--	--	--	--	--	2
Boards of											
PublicWel.	--	--	--	2	--	--	--	2	1	--	5
4. Enforcement agencies											
Courts	--	1	--	--	1	1	--	1	--	--	4
U.S. Atty. Gen.	--	--	--	--	--	1	--	--	--	--	1
5. Hospital	--	--	--	--	--	--	--	--	1	--	1
TOTALS	--	9	20	17	28	21	2	10	16	10	133





## RESEARCH AND STATISTICS

The second full year of the Division of Child Guardianship Research and Statistics Unit saw further uniformity and regularity in reporting of service statistics and also several research studies.

### STATISTICS

The Unit now collects:

#### Monthly

- Intake Investigator's Count of Investigations
- District's Count of Dependent Applications Opened
- Data card on each Dependent Application Closed
- Data card on each child taken into care
- Data card on each child discharged from care
- Visitor's case load turnover and location of children
- Number of foster homes opened, closed and in use
- Homefinding Investigations
- Licensing of Infant Boarding Homes
- Investigations for Independent Adoptions
- Children under care considered and placed for adoption

#### Semi-annually

- Children placed by local boards

#### Annually

- Overcrowding in foster homes
- Data sheet for each child under care 30 June
- Data sheet for each dependent application on hand 30 June
- Number of children known to public and private agencies
- Public Expenditures for child welfare

This material is summarized, tabulated, and presented in:

- Division of Child Guardianship Annual Report
- "Massachusetts Welfare" Statistics for the Calendar Year
- "Massachusetts Welfare" monthly statistics
- Administrator's Deskbooks on Child Welfare Statistics
- Reports to District Supervisors
- Standard Statistics Project of Greater Boston Community Services
- Quarterly Report on Services to Individual Children
- Annual Report on Characteristics of Children
- Annual Report on Expenditures for Child Welfare
- Annual Report on Child Welfare Personnel
- Yearly Budget of the Division

### RESEARCH

Several studies were undertaken during the year.

- An evaluation of the Reception Unit
- Characteristics of Adoptive Families and of Children Ready for Adoption
- Observations on Clerical Activities of Social Workers
- Proposal for Inclusive Rate of Payment to Foster Mothers
- Institutional Placements by Visitor

Special studies and inquiries are made from time to time for administrative use.



CHILD WELFARE SERVICES

Supervision of the two local Child Welfare Services units in Southbridge and Webster consisting of six towns was continued this year. All of the towns participated financially in the units, and casework service was given to 622 children in their own homes.

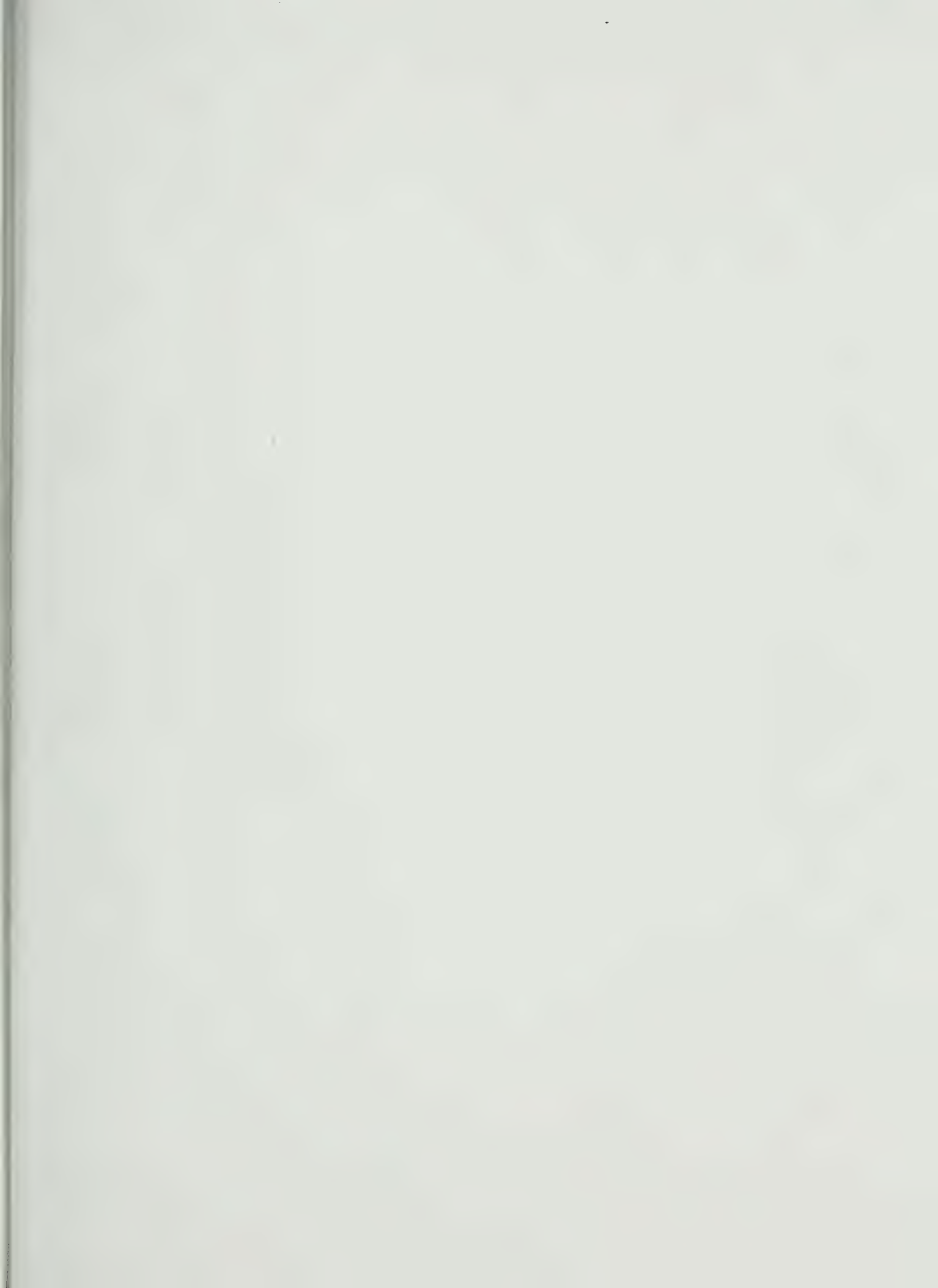
The local Child Welfare workers were active on community committees such as Financial Drives for the Salvation Army and Boy Scouts. In one community the local worker assisted on a census of the crippled and handicapped children. Finally with the cooperation of five agencies a nursery for handicapped children was established with facilities of therapy for the children and education for the patients.

The local Child Welfare Committees have continued with their efforts of interpretation of the needs of children in the various communities.

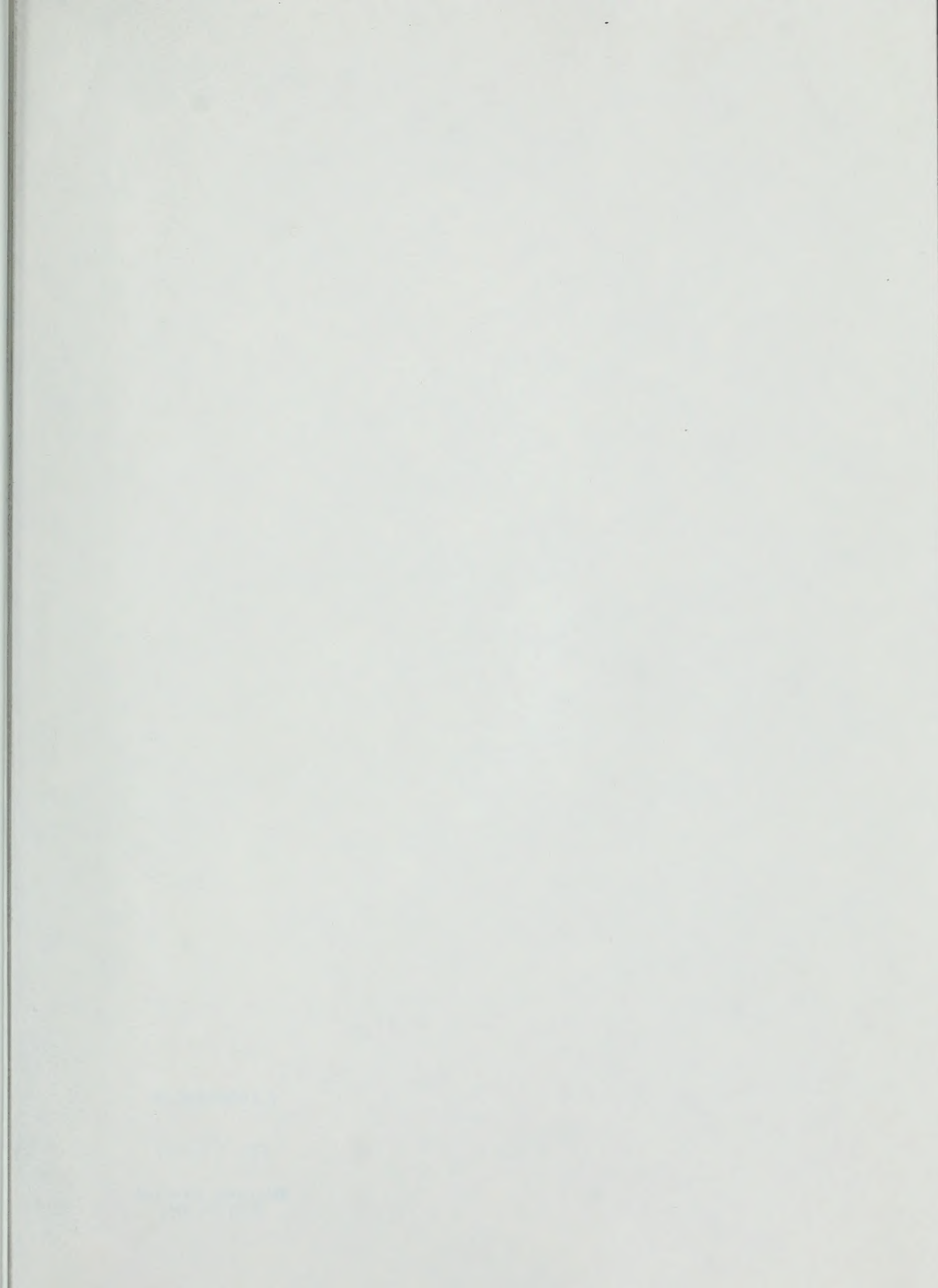
Child Welfare Services funds were also used this year for salaries and expenses of staff and committee members of the White House Conference for children and youth.













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